DOCUMENT RESUME

ED 218 546	CG 016 046

TITLE	Oversight Hearing on Juvenile Restitution Programs. Hearing before the Subcommittee on Human Resources of the Committee on Education and Labor, House of Representatives, Ninety-Seventh Congress, First Session.
INSTITUTION	Congress of the U.S., Washington, D.C. House Committee on Education and Labor.
PUB DATE	3 Mar 81
NOTE	481p.; Paper copy not available due to small print size in original document.
EDRS PRICE	MF02 Plus Postage. PC Not Available from EDRS.
DESCRIPTORS	*Adolescents; Cost Effectiveness; Court Litigation; *Delinquency Prevention; *Delinquent Rehabilitation; Delivery Systems; Hearings; *Juvenile Courts; Models; Program Descriptions; *Program Effectiveness; Recidivism; Victims of Crime
IDENTIFIERS	*Juvenile Justice System; *Restitution Programs

ABSTRACT

These proceedings of the Subcommittee on Human Resources deal with the effectiveness of juvenile restitution programs and review the progress made by a number of such federally funded programs during the past 2 years. Testimony is presented that includes the experiences of four juvenile participants in restitution programs and several project directors. The report also includes descriptions of restitution programs in several states along with the report of an independent evaluator which analyzes program cost and effectiveness, community support, and percentage of loss returned. The impact of restitution programs in the juvenile justice system is also discussed. Prepared statements, letters, and supplemental materials are appended. (JAC)

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OVERSIGHT HEARING ON JUVENILE RESTITUTION PROGRAMS

HEARING

BEFORE THE

SUBCOMMITTEE ON HUMAN RESOURCES

OF THE

COMMITTEE ON EDUCATION AND LABOR
HOUSE OF REPRESENTATIVES

NINETY-SEVENTH CONGRESS

FIRST SESSION

HEARING HELD IN WASHINGTON, D.C., ON
MARCH 3, 1981

Printed for the use of the Committee on Education and Labor

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OVERSIGHT HEARING ON JUVENILE RESTITUTION PROGRAMS

TUESDAY, MARCH 3, 1981

House of Representatives,
Subcommittee on Human Resources,
Committee on Education and Labor,
Washington, D.C.

The subcommittee met, pursuant to call, at 10:30 a.m., in room 2261, Rayburn House Office Building, Hon. Baltasar Corrada presiding.

Members present: Representatives Corrada, Williams, and Petri.

Staff present: Gordon Raley, staff director; Deborah Hall, clerk; Dorothy Strunk, minority senior legislative associate; and John Dean, minority senior legislative associate.

Mr. Corrada. Good morning, ladies and gentlemen.

Chairman Andrew's wife is scheduled for surgery this morning and he has gone to be with her. He asked me to express his regrets and preside in his absence.

Pursuant to its oversight responsibility for the Juvenile Justice and Deliquency Prevention Act, the Subcommittee on Human Resources convenes this morning to review progress made by a number of restitution projects funded 2 years ago by the Office of Juvenile Justice and Delinquency Prevention.

The idea of making restitution, whether for sins committed or crimes perpetrated, is certainly a very old one. It predates many of our modern-day judicial codes. At the same time, employment of restitution models by the American juvenile justice system is relatively new.

As I understand it, these projects are really aimed at making the concept of justice mean something to the offender and the victim alike. Young people, most often who have committed property offenses, are given the opportunity to work and repay their victims instead of being locked up. Thus, it keeps first offenders and minor offenders out of secure correctional facilities while still allowing them to literally pay for their crime.

Restitution certainly seems to be a good idea on paper. Today we are here to see if it works in reality. About 2 years ago the Office of Juvenile Justice funded 41 projects in 26 States, Puerto Rico, and Washington, D.C., through a restitution initiative. I understand that an initial evaluation of this program by an independent evaluator is near completion. We have that evaluator, as well as juvenile justice officials with us this morning.

Following them, the project manager from one of the actual projects in Madison, Wis., will describe the program as it was implemented at the State and local level, and then a youth panel consisting of youngsters who have participated in the program, both in Washington, D.C., and in Wisconsin, will describe its impact on a personal level.

Mr. Dodge and Dr. Schneider will join us at this time. Mr. Dodge is with the Office of Juvenile Justice here in Washington, D.C., and Dr. Schneider is the evaluator from Eugene, Oreg.

We welcome Douglas C. Dodge, branch chief, juvenile justice system program, special emphasis division, Office of Juvenile Justice and Delinquency Prevention, Washington, D.C.

We also welcome Dr. Peter R. Schneider, principal investigator of the Juvenile Restitution Initiative, Institute of Policy Analysis, Eugene, Oreg.

Dr. Schneider, will you take a seat.

We welcome both of you to these hearings and appreciate very much the testimony to be presented by you today with reference to these innovative demonstration projects and your views on the subject.

We are joined today here in the subcommittee by two of its members, Mr. Williams and Mr. Petri.

If you have any initial statement that you would care to make, I would recognize either or both of you. If not, we will proceed with the testimony of Mr. Dodge.

[Prepared testimony of Douglas C. Dodge follows:]

PREPARED TESTIMONY OF DOUGLAS C. DODGE, BRANCH CHIEF, JUVENILE JUSTICE SYSTEM PROGRAM, SPECIAL EMPHASIS DIVISION, OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION

I appreciate the opportunity, Mr. Chairman, to appear today before the House Education and Labor Subcommittee on Human Resources to discuss efforts by the Office of Juvenile Justice and Delinquency Prevention to promote restitution by juvenile offenders as an alternative to incarceration. It is a particular pleasure to represent the Office before this Subcommittee for the first time since enactment of the Juvenile Justice Amendments of 1980.

As you know, the major share of the annual OJJDP appropriation is allocated to the states according to a population formula for use in assisting each state implement such juvenile programs as the state deems appropriate. Smaller portions of our funds are used for research and evaluation, technical assistance, coordination of Federal activities, and discretionary grants which give special emphasis to innovative prevention and treatment approaches.

In February of 1978, the Office announced a major competitive funding initiative to support projects which utilized restitution by juvenile offenders. Attention to this area was deemed appropriate in light of the emphasis in section 224(a)(3) of the Juvenile Justice and Delinquency Prevention Act on programs which are "effective means of diverting juveniles from the traditional juvenile justice and correctional system, including restitution projects . . ." The major objectives of this initiative were to hold youth accountable for their offenses, while providing an alternative disposition to incarceration. Accountability for misdeeds would be directly targeted to benefit the victim and the community.

Programs would be further cost effective because of the avoidance of the costs associated with incarceration of young offenders. Maintenance of an individual in a residential facility costs the government from $24,000 to $43,000 per year, depending on the locality and the level of security. The cost per participant in a restitution project, on the other hand, is only $1,000, a significant savings. Restitution participants enjoy the additional benefit of a meaningful employment experience which helps in their rehabilitation.

Restitution for this program is conceived of in its broadest sense. It is defined to include payments by an offender in cash to the victim or service either to the victim or the general community. These payments must be made under jurisdiction of the juvenile or criminal justice process. OJJDP added a new dimension to monetary restitution by providing funds which could be used to support youth in employment. Provision of this employment support, together with the use of community service, are viewed as giving all offenders an equal opportunity to participate, regardless of their ability to pay.

Between September 30, 1978, and March 9, 1979, OJJDP funded 41 juvenile restitution projects in 26 states, Puerto Rico and the District of Columbia. Within this group, there were six state-wide agencies or organizations responsible for oversight of program implementation at 50 local sites. 35 other localities were funded directly. Thus, 85 projects were supported under the initiative.

Grants for the program were made for 24 months. The total amount awarded for the two-year period was $19,564,000. Of the initial 41 awards, it is anticipated that 36 will be continued for a third year.

To assist with project implementation, OJJDP awarded a technical assistance contract to the National Office of Social Responsibility (NOSR), of Arlington, Virginia, NOSR has developed several training manuals and conducted a number of small training conferences for project personnel.

Six of the sites are being intensively evaluated by the Institute for Policy Analysis (IPA) of Eugene, Oregon. IPA is also implementing a management information system which provides a base of data on all projects.

Monetary restitution is the most frequently used form of restitution used by the projects, followed by community service and direct service to victims. Two programs, Puerto Rico and Charleston, South Carolina, do not accept any cases involving monetary restitution. Wayne County, Michigan, accepts a monetary restitution referral only if the youth already has a job. Otherwise, they rely on community service placements.

The projects vary significantly in the scope of their activities. The narrowest in scope receive an offender only after a restitution plan and order has been developed. The youth will be placed and restitution payments will be supervised. A few ancillary services are also provided for the victims or offenders. About one-half of the programs fall into this category. This type of project is more predominant among the state-wide sites where individual projects tend to be smaller and fewer persons are available for delivery of services. The directly-funded local projects are more likely to provide ancillary services to victims.

The projects offer a range of employment opportunities, including job development (locating and reserving slots for project youth) and job assistance (placing individual youths in a job). Subsidized work has the added ingredient of providing funds to support the youth in a job.

Subsidized employment opportunities are offered by 69 percent of the local projects and 62 percent of the state-wide projects. Job assistance is more popular than job development, although the difference is marginal. Only ten percent of the projects offer all three services. Half of the local projects attempt to place the youth in a permanent job, but only one state-wide project with three sites offers this service to participants.

The results which have been reported regarding the operation of the various restitution projects are encouraging. Many of the objectives set for the program are being met. As of November 30, 1980, the following data have been reported:

The number of youth referred to the projects is 16,000;

The offenses which resulted in these referrals involved nearly 17,000 victims and $8.7 million in losses;

Judges have ordered $2.4 million in monetary payments, 318,000 hours of community service, and 5,100 hours of direct service to victims;

In 11,612 closed cases, juveniles placed by restitution projects have paid $1,076,200 in monetary restitution, worked 177,935 hours of community service, and performed more than 4,157 hours of direct victim service;

78.7 percent of the youth referred are successfully completing their original or adjusted restitution orders; this successful completion rate goes to 87 percent if project ineligibles are removed from consideration;

85.6 percent of the referrals have no subsequent contact with the juvenile court after the offense that resulted in a referral to the project and prior to their case closure.

We are very pleased with these results, and believe it is particulary noteworthy that many young people are finding permanent employment as a result of their placement in jobs by restitution projects.

Besides the projects in this initiative Mr. Chairman, OJJDP funds have been used in a number of other instances to support restitution. Some states have deemed it appropriate to use formula grant funds to implement restitution programs. I have brought with me a listing of OJJDP awards relating to restitution. Several background papers and evaluation documents have been prepared by the Office which may provide the Subcommittee with additional insight into the nature and impact of restitution activities. I am pleased to submit this material for your use.

We hope, Mr. Chairman, that as the results of these pilot projects are disseminated widely, more jurisdictions will utilize their own resources to initiate similar efforts. This is a time when all levels of government must look for ways to limit their expenditures and conserve resources. Restitution is being shown to be a cost effective alternative to old ways of doing business. Given the other benefits—reduction in recidivism, provision of redress for victims, accountability on the part of offenders, and meaningful employment opportunities for youth—we believe that these restitution programs are resulting in greater community confidence in the juvenile justice system process.

Thank you, Mr. Chairman. I would now be pleased to respond to any questions.

STATEMENT OF DOUGLAS C. DODGE, BRANCH CHIEF, JUVENILE JUSTICE SYSTEM PROGRAM, OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION, WASHINGTON, D.C.

Mr. DODGE. Thank you very much, Mr. Chairman.

I appreciate the opportunity, Mr. Chairman, to appear today before the House Education and Labor Subcommittee on Human Resources to discuss efforts by the Office of Juvenile Justice and Delinquency Prevention to promote restitution by juvenile offenders as an alternative to incarceration. It is a particular pleasure to represent the Office before this subcommittee for the first time since enactment of the Juvenile Justice Amendments of 1980.

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In February of 1978, the Office announced a major competitive funding initiative to support projects which utilized restitution by juvenile offenders. Attention to this area was deemed appropriate in light of the emphasis in section 224(a)(3) of the Juvenile Justice and Delinquency Prevention Act on programs which are "effective means of diverting juveniles from the traditional juvenile justice and correctional system, including restitution projects.* * *"

The major objectives of this initiative were to hold youth accountable for their offenses, while providing an alternative disposition to incarceration. Accountability for misdeeds would be directly targeted to benefit the victim and the community.

Programs would be further cost effective because of the avoidance of the costs associated with incarceration of young offenders. Maintenance of an individual youth in a residential facility costs the Government from $24,000 to $43,000 per year, depending on the locality and the level of security. The cost per participant in a restitution project, on the other hand, is only $1,000, a significant savings. Restitution participants enjoy the additional benefit of a meaningful employment experience which helps in their rehabilitation.

Restitution for this program is conceived of in its broadest sense. It is defined to include payments by an offender in cash to the victim or service either to the victim or the general community. These payments are made under jurisdiction of the juvenile or criminal justice process. OJJDP added a new dimension to monetary restitution by providing funds which could be used to support youth in employment. Provision of this employment support, together with the use of community service, are viewed as giving all offenders an equal opportunity to participate, regardless of their ability to pay.

Between September 30, 1978 and March 9, 1979, OJJDP funded 41 juvenile restitution projects in 26 States, Puerto Rico, and the District of Columbia. Within this group, there were six statewide agencies or organizations responsible for oversight of program implementation at 50 local sites. Thirty-five other localities were funded directly. Thus, 85 projects were supported under the initiative.

Grants for the program were made for an initial 24 months. The total amount awarded for the 2-year period was $19,564,000. Of the original 41 awards, it is anticipated that 36 will be continued for a third year.

To assist with project implementation, OJJDP awarded a technical assistance contract to the National Office of Social Responsibility (NOSR), of Arlington, Va. NOSR has developed several training manuals and conducted a number of small training conferences for project personnel.

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The projects vary significantly in the scope of their activities. The narrowest in scope receive an offender only after a restitution plan and order has been developed. The youth will be placed and restitution payments will be supervised. A few ancillary services are also provided for the victims of offenders. About one-half of the programs fall into this category. This type of project is more predominant among the statewide sites where individual projects tend to be smaller and fewer persons are available for delivery of services. The directly funded local projects are more likely to provide ancillary services to victims.

The projects offer a range of employment opportunities, including job development—locating and reserving slots for project youth—and job assistance—placing individual youths in a job. Subsidized work has the added ingredient of providing funds to support the youth in a job.

Subsidized employment opportunities are offered by 69 percent of the local projects and 62 percent of the statewide projects. Job assistance is more popular than job development, although the difference is marginal. Only 10 percent of the projects offer all three services. Half of the local projects attempt to place the youth in a permanent job, but only one statewide project with three sites offers this service to participants.

The results which have been reported regarding the operation of the various restitution projects are encouraging. Many of the objectives set for the program are being met. As of November 30, 1980, the following data have been reported through our management operation system.

The number of youth referred to the projects is 26,000; the offenses which resulted in these referrals involved nearly 17,000 victims and $8.7 million in losses; judges have ordered $2.4 million in monetary payments, 318,000 hours of community service, and 5,100 hours of direct service to victims; in 11,612 closed cases, juveniles placed by restitution projects have paid $1,076,200 in monetary restitution, worked 177,935 hours of community service, and performed more than 4,157 hours of direct victim service; 78.7 percent of the youth referred are successfully completing their original or adjusted restitution orders; this successful completion rate goes to 87 percent if project ineligibles are removed from consideration; 85.6 percent of the referrals have no subsequent contact with the juvenile court after the offense that resulted in a referral to the project and prior to their case closure.

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I have brought with me a listing of OJJDP awards relating to restitution. Several background papers and evaluation documents have been prepared by the Office which may provide the subcommittee with additional insight into the nature and impact of restitution activities. I am pleased to submit this material for your use. The information has been provided to the staff.

We hope, Mr. Chairman, that as the results of these pilot projects are disseminated widely, more jurisdictions will utilize their own resources to initiate similar efforts. This is a time when all levels of government must look for ways to limit their expenditures and conserve resources. Restitution is being shown to be a cost effective alternative to old ways of doing business. Given the other benefits—reduction in recidivism, provision of redress for victims, accountability on the part of offenders, and meaningful employment opportunities for youth—we believe that these restitution programs are resulting in greater community confidence in the juvenile justice system process.

Thank you, Mr. Chairman. I would now be pleased to respond to any questions.

Mr. **Corrada**. Thank you, Mr. Dodge.

We will now listen to the testimony of Dr. Schneider. After he has concluded his testimony, then we will open up the hearing for questions to both witnesses. Dr. Schneider, will you please proceed with your testimony.

[Prepared testimony of Dr. Peter R. Schneider follows:]

PREPARED TESTIMONY OF PETER R. SCHNEIDER, PH. D., PRINCIPAL INVESTIGATOR, INSTITUTE OF POLICY ANALYSIS, EUGENE, OREG.

The program announcement entitled "Restitution by Juvenile Offenders: An Alternative to Incarceration" was issued by the office of Juvenile Justice and Delinquency Prevention on February 27, 1978. Following a two-stage applications process, grants were awarded to 41 separate projects in 26 states, Puerto Rico, and the District of Columbia. Six of the grants were awarded to statewide agencies or organizations to oversee the implementation and administration of 50 local programs in selected counties or judicial districts. Altogether, the juvenile restitution initiative has provided support for 85 programs—all but a few of which were created as a direct result of federal funding.

Funding for the initiative was projected at $10 million per year over three years, and initially $20 million was committed for the first two years. Third-year funding will be considerably less than $10 million, however, for several reasons: Two of the projects dropped out of the initiative during the first year; several others were terminated after two years due to unsatisfactory performance or noncompliance; and a number of others had saved enough money from their earlier grants to continue at no additional cost.

The framers of the initiative envisioned the program as a major research and development effort designed to support and experiment with the use of restitution as an alternative to traditional dispositions for young offenders, and specifically as an alternative to incarceration. Its major objectives are set forth as follows:

(1) A reduction in the number of youth incarcerated.

(2) A reduction in recidivism of those youth involved in restitution programs.

(3) Provision for some redress or satisfaction with regard to the reasonable value of the damage or loss suffered by victims of juvenile offenses.

(4) Increased knowledge about the feasibility of restitution for juveniles in terms of cost effectiveness, impact on differing categories of youthful offenders, and juvenile justice process.

(5) An increased sense of responsibility and accountability on the part of youthful offenders for their behavior.

(6) Greater community confidence in the juvenile justice process.

Reflected in these objectives are several specific concerns:

First, attention in this initiative clearly is directed at the policies of juvenile courts concerning the more serious offender—the juvenile who has had prior contact with the police and/or the court or who has committed, as a first offense, a crime which would place him or her in jeopardy of incarceration. By requiring that referrals to restitution programs be limited to adjudicated delinquents, and by emphasizing that the programs be used as alternatives to incarceration, the initiative obviously is targeted at a particular type of juvenile offender.

Second, concern for the impact of a restitution program on the juvenile justice process as a whole is expressed in objective 4. One important issue is whether the implementation of a restitution program, as an unintended and unwanted consequence, will "widen the net" for juvenile offenders and ensnare more youth in the system. This might occur if juvenile authorities view restitution as an attractive disposition, especially when weighed against unattractive alternatives, and begin to increase the number of petitions filed and the number of youth adjudicated. On the other hand, there is the question of whether juvenile court judges will, in fact, use restitution as an alternative disposition even when it is made available to them.

Third, assumptions are made concerning the impact of participation in a restitution program on both offenders and victims. Through direct restitution or community service, offenders are expected to experience "an increased sense of responsibility and accountability" (objective 5) and be less inclined to commit further offenses (objective 2). Victims, by receiving redress or satisfaction with regard to their damage or loss (objective 3), should manifest improved attitudes toward the juvenile justice system and this, in turn, should promote greater community confidence in the juvenile justice process (objective 6).

Fourth, it is suggested (by objective 4) that the feasibility of restitution may differ by category of juvenile offenders. In other words, attention should be focused on the characteristics of youth who demonstrate significantly different rates of success in completing restitution contracts.

Fifth, concern is expressed (again in objective 4) about the cost-effectiveness of restitution as compared with other, more traditional, juvenile court dispositions. A related issue is the cost of different types of restitution programs, and especially the cost and effectiveness of different restitution program segments.

To address the specific interests expressed in the objectives—as well as other important research questions—the national evaluation of the juvenile restitution initiative is organized into three major components:

The first major component of the evaluation is designed to assess the impact of restitution on offenders and victims. So that the unique effects of restitution can be isolated, experimental research designs—involving the random assignment of adjudicated delinquents and their victims into experimental and control groups—have been established in six project sites: Boise, ID; Clayton County, GA; Ventura County, CA; Dane County, WI; Oklahoma County, OK; and Washington, DC. This segment of the evaluation focuses on outcome measures such as rates of recidivism and attitudinal shifts, and involves comparisons between restitution and non-restitution dispositions; programmatic restitution and non-programmatic restitution; and restitution as a sole sanction vs. restitution coupled with other types of treatments. While considerable data have been generated by these randomized controlled experiments, the experiments are not yet complete and, therefore, the results are not available for inclusion in this testimony. These data are perhaps the most valuable we have, and I am hopeful that we can submit a preliminary report to this committee at a later date.

The second major component of the evaluation relies primarily on the continuing analysis of the case-by-case data accumulated through the Management Information System (MIS) forms. This information reflects, at any given point in time, the status of the initiative in terms of total referrals, case closures, amounts of monetary restitution ordered and paid, total community and victim service hours worked, characteristics of offenders and victims, and so forth. These data are received weekly by the national evaluation and published in the Monthly Evaluation Reports circulated to project directors and other interested parties (the report for February, 1981, is included as attachment A). These data shed light on such things as the association between categories of offenders and successful completions, and the success of the initiative in serving its target population.

The third major component of the evaluation addresses the policy issues associated with the initiative. This portion of the evaluation draws upon data from a variety of sources, including MIS forms, descriptions of programs as contained in project applications, interviews with project directors, and aggregate data from juvenile courts throughout the country. The policy issues dealt with fall into several different categories. One category of issues centers on the courts and involves questions concerning changes in court practices as disclosed through the increased use of restitution as a disposition, reductions in the number of youths incarcerated, and/or increases in referrals and adjudications. Another category of issues involves the appropriate procedures for funding and implementing restitution programs, and calls for a comparison of restitution programs and, similarly, the cost of "add-on" components such as psychiatric counseling, and subsidized employment.

As work on each of these components of the evaluation has progressed, a number of research reports have been completed and several of these are appended to this document as attachments. For the remainder of my testimony, I want to summarize the information from these reports in terms of what we view as the paramount issues addressed by this initiative.

Three questions, it seems to us, are supreme:

1. If restitution (including financial restitution, community service, and direct service to victims) is available as an alternative disposition, will juvenile court judges use it? And if so, under what conditions and for what types of offenders?
2. If restitution is ordered as a disposition for young offenders, can they be expected to carry out the terms of their sentences or, as some critics have suggested, are they "being set up for yet another failure?"
3. If restitution is a reasonable requirement to make of young offenders, is it effective in terms of its impact on juveniles, their victims, and the juvenile justice system?

The evaluation of the initiative is unfinished, and some of the most critical data—those from the six experimental projects—are yet to be scrutinized. Thus the answers to these questions must be regarded as tentative. The existing data indicate, however, that restitution will be used if available, offenders can complete the requirements, and an impact is discernible.

A survey we conducted in 1977 of a randomly-selected sample of juvenile court judges disclosed overwhelming support and widespread use of restitution (see attachment B). Typically, restitution was used for first offenders charged with minor property crimes. But the initiative was directed at serious offenders in jeopardy of incarceration, and the willingness of judges to use restitution as a sanction for this class of delinquents was not known.

The record so far is very encouraging, with respect to both the number and type of referrals.

First, the numbers: As of the first of this year (1981), the national evaluation had documentation of more than 17,000 referrals and, by the time the projects catch up on paperwork, the figure will be closer to 20,000. Ultimately, this initiative can be expected to serve more than 30,000 offenders and, at least, an approximately equal number of victims.

Second, the type of offenders: The average referral to the projects in this initiative is a 15½-year-old male from a low income ($12,000) family. Most are white, but nearly 25 percent are black and hundreds of other offenders are members of other minorities. Data on the seriousness of these offenders—defined as a combination of presenting offense and number of priors—are presented in Table 1.

These data show that about 54 percent of the referrals to restitution projects have at least one prior offense, 21 percent have three or more, and 6.3 percent have more than six priors. In terms of presenting offenses, 53 percent were referred for crimes at the level of "serious property" and above, and about 22 percent had committed offenses labeled either "very serious property" or "very serious personal." More than 11 percent had three or more priors and presenting offenses at the level of "serious property" and above—serious offenders by any definition.

Finally, the types and amounts of restitution ordered: About 18,000 victims were involved in the offenses that resulted in referrals to restitution projects, and together they reported more than $9 million in losses—about one-third of which was recovered from insurance and other sources. As restitution for the remainder, judges have ordered nearly $2.6 million in financial restitution, more than 340,000 hours of community service, and more than 5,200 hours of direct service to victims.

The extent to which juvenile offenders can successfully complete restitution requirements is reflected, first, in some impressive statistics: Through the calendar year 1980 slightly more than 12,000 cases had been closed and more than $1 million in cash had been collected, more than 190,000 hours of community service worked, and more than 4,000 hours of services for victims performed.

The proportion of juvenile offenders successfully completing restitution requirements was the topic of a research report issued by the national evaluation last year (see attachment C). Again, the data are very encouraging: They indicate that about 88 percent of all referrals can be expected to complete restitution as ordered by the courts.

Rates of successful completion of restitution orders varied, however, by several predictable characteristics. Persons were more likely to complete restitution requirements successfully if they were first-time, minor offenders; full-time students; and from white, middle-income families. For persons in these groups, rates of successful completion averaged 90 percent or more.

However, the variation among groups is not great and the rates of successful completion are high even for offenders at the other end of the continuum: The rates are over 80 percent for persons convicted of very serious personal or property crimes, with up to five priors, and from minority families with very low incomes.

Significant, too, is the amount of the restitution order: Persons are considerably more likely to complete restitution if the amounts of money or community service are small; but, even for large orders, the rates are about 75 percent. Interestingly, there appeared to be no statistically significant differences in successful completion between offenders in subsidized and non-subsidized jobs.

The most appropriate data for assessing the impact of restitution on offenders and victims are being generated by the six experimental sites and, as previously mentioned, those experiments are still under way. Inferences concerning the effect of restitution can be drawn, however, from data on the in-program reoffense rate; the proportion of victim losses recovered through restitution; and the use of restitution as a sole sanction compared with restitution as a condition of probation.

The term "in-program reoffense rate" refers to the percentage of offenders who commit new offenses while still officially involved in a restitution project. In most projects, the commission of a new offense results in dismissal from the project and return to the juvenile court.

A research report which details the methodology of computing in-program reoffense rates is appended as attachment D. The methodology is somewhat complex and will not be discussed here, except to say that it involves the calculation of the probability that a certain proportion of offenders will commit new offenses after a certain amount of time in a restitution project. The data used to calculate the rates are drawn from official court records.

The in-program reoffense rate for the initiative as a whole, based on an expected amount of time in a restitution project of 6.2 months, is quite low at only 8.8 percent. In other words, less than one out of 10 referrals can be expected to commit a new offense while still in the project.

In a manner similar to that of the successful completion rates, the in-program reoffense rates vary by type of offender: Those more likely to commit new offenses come from poorer families, have dropped out of school, and have more priors. There are virtually no differences with respect to age, race, and gender and, surprisingly, no differences attributable to the seriousness of the presenting offense.

The in-program reoffense rate—an admittedly rough and, by itself, inadequate measure of recidivism—suggests that restitution might be effective in reducing subsequent offenses. Additional evidence of effectiveness may be found in a comparison between juveniles ordered to make restitution as a sole sanction—with no other requirements—and juveniles ordered to make restitution as a condition of probation.

There are undeniably good reasons for ordering restitution as a condition of probation. For one thing, it provides judges with a joint sanction which seeks satisfaction for both injured parties: the victim and the state. For another, probation provides judges with a mechanism for enforcing the restitution requirement. At the same time, there are good reasons for ordering restitution as a sole sanction. For example, it frees the time of probation officers and thus may be more cost-effective.

A research report which compares restitution as a sole sanction with restitution as a condition of probation in terms of successful completions and in-program reoffense rates is appended as attachment E. The findings are straightforward: offenders ordered to make restitution as a sole sanction have higher rates of successful completion, and lower in-program reoffense rates, than those making restitution as a condition of probation. The relationship remains constant even when other important variables—such as number of priors, offense seriousness, household income, school attendance, and size of restitution order—are statistically controlled.

It is tempting to conclude from these findings that restitution probably is more effective than probation, since restitution alone seems more effective than probation involving restitution as a condition. However, there are competing explanations that must be mentioned. For example, judges may select offenders they consider "good risks" and excuse them from probation. Or, offenders on probation may be under closer surveillance and their offenses more likely to be detected. Until we have analyzed the data from an experimental project in which this proposition is being tested, it is impossible to eliminate these rival hypotheses.

Finally, let us look at the effectiveness of restitution from the standpoint of the victim. In most cases, it can be assumed, the victim's assessment of the effectiveness of restitution will depend upon the extent to which they are compensated for their losses.

Preliminary data on the proportion of victim losses recovered indicate that restitution, from the victims' viewpoint, is largely successful. On the average, victims can expect to recover about 87 percent of their net losses—excluding insurance and property return—and 88 percent of their total losses. Offenders, on the average, pay about 84 percent of the victims' net loss as restitution.

As expected, the percent of loss repaid as restitution declines as the amount of loss increases. For net losses up to $250, offenders pay 94 percent, declining to 66 percent of net losses up to $1,000. For net losses over $1,000, offenders pay about 58 percent.

These figures are impressive, but they should be interpreted with caution. They reflect, for example, only those cases in which monetary restitution was ordered. Cases in which payment of financial restitution was unlikely probably resulted in community service orders, and this would bias the percentage of victim loss recovered in an upward direction.

The issues discussed in this presentation do not exhaust those raised by the restitution initiative, but they certainly are among the most critical. We have asked: Will judges use it? Can offenders do it? And is it effective? The answers, as we see them, are yes, yes, and probably. More data must be brought to bear on the question of effectiveness, and those data are forthcoming from the experimental projects. Before all the answers to all our questions are known, much more remains to be done.

TABLE 1.—CROSS-TABULATION OF SERIOUSNESS LEVEL AND OFFENSE HISTORY [1]

Seriousness of referral offense	Prior and concurrent delinquent offenses known to court officials [2]							
	0	1	2	3	4	5	6	Total percent
Number of cases	7,009	3,274	1,863	1.162	696	444	969	15.417
Victimless: Includes traffic accidents or tickets, status offenses, drugs, alcohol, gambling, prostitution, and probation violations	0.9	0.6	0.3	0.2	0.1	0.1	0.1	2.2
Minor offenses: Minor offenses not easily classified as property or personal, such as disorderly conduct	0.7	0.4	0.1	0.1	0.1	0.0	0.1	1.7

TABLE 1.—CROSS-TABULATION OF SERIOUSNESS LEVEL AND OFFENSE HISTORY [1]—Continued

Seriousness of referral offense	Prior and concurrent delinquent offenses known to court officials [2]							
	0	1	2	3	4	5	6	Total percent
Minor property: Any property offense with loss/damage of $10 or less except burglary and arson	6.4	2.5	1.5	1.1	0.6	0.3	0.7	13.1
Minor personal: Resisting or obstructing an officer, coercion, hazing, other similar UCR part II offenses	0.8	0.5	0.4	0.2	0.1	0.1	0.2	2.2
Moderate property: Burglaries and arsons with loss/damage of $10 or less and any other type of property offense with loss/damage of $11 to $250	12.6	6.2	3.4	2.1	1.3	0.7	1.8	28.1
Serious property: Burglaries and arsons with loss/damage of $11 to $250 and any other property offense with loss/damage greater than $250	13.6	5.9	3.2	2.0	1.3	0.8	1.5	28.3
Very serious property: burglaries and arsons with loss/damage of $250 or more	6.6	3.7	2.3	1.3	0.8	0.6	1.6	16.9
Serious personal: Unarmed robberies and non-aggravated assaults with loss of $250 or less	1.8	0.8	0.5	0.3	0.1	0.1	0.2	3.8
Very serious personal: Unarmed robberies and non-aggravated assaults with losses exceeding $250 and all UCR Part I personal crimes including rape, armed robbery, aggravated assault	1.9	0.7	0.4	0.3	0.2	0.1	0.1	3.8
Total percent	45.5	21.2	12.1	7.5	4.5	2.9	6.3	100.0

[1] Offenses are coded by IPA personnel from the narrative description of the offense contained on the MIS forms. Coding categories and rules are those used in the Uniform Crime Reports (UCR). Transfer cases are not included.

[2] These figures include prior offenses resulting in a court contract concurrent offenses. No incident is counted both as a prior offense and as a concurrent offense.

STATEMENT OF PETER R. SCHNEIDER, PRINCIPAL INVESTIGATOR OF THE JUVENILE RESTITUTION INITIATIVE, INSTITUTE OF POLICY ANALYSIS, EUGENE, OREG.

Mr. SCHNEIDER. Thank you, Mr. Chairman.

I want you and the other members of the subcommittee to know how very pleased and proud I am to appear before your subcommittee today.

I would like to call your attention to the prepared testimony which I submitted. The first part of that testimony reiterates the objectives of the initiative and discusses the research objectives that the national evaluation had of those objectives. It explains how the national evaluation is organized to address those issues.

The second half of the testimony summarizes some of the data that we have on this program to date. And if I may, I would just like to summarize that verbally rather than reading my statement.

Mr. CORRADA. Please do so.

Mr. SCHNEIDER. There are several things we wanted to know about this initiative when we began. There are some things we already knew. We knew as a result of the survey we had done in 1977 that about 90 percent of the juvenile courts in the United States were using restitution, and there was widespread support among juvenile court judges for the use of restitution.

Most of these kids who were being referred to restitution programs were first-time or minor offenders. We did not know whether judges would be willing to use restitution for the wide range of juvenile offenders that appear before our courts.

We also did not know whether these kinds of offenders would be able to complete restitution if they were ordered. There was a very great fear in the community that assigning these kids to a restitution program would be setting them up for another failure, consequently, perhaps, leading to more delinquency.

Then, of course, the third thing we did not know was how effective restitution was. These were the kinds of things we wanted to look at. Doug Dodge has gone over some of the data that we have had to date.

The record as he said is very encouraging in terms of the numbers he mentioned. There were something like 1,600 offenders. Those numbers are a month old. As of this month, we have 17,000 referrals and our data collection system runs about 6 weeks behind the actual number of referrals to this project.

So right now out there in the United States are probably 20,000 juvenile offenders in restitution projects as a result of this initiative. By the time the initiative is completed, there will be about 30,000 referrals. One thing he didn't mention was the kind of offenders who are being referred to this program. Generally these offenders are 15½ years old, white males; however, 25 percent of them are blacks and hundreds of others represent other minorities. They tend to come from low-income families. The average annual family income of the referrals is about $12,000, but many are below that.

In terms of the seriousness of these offenses and the kind of offenders that are being referred, 54 percent of them have at least one prior offense. Twenty-one percent of the referrals have three prior offenses, and 6.3 percent have six or more prior offenses.

In terms of the presenting offenses, the offenses for which they are referred to the restitution project, 53 percent were for crimes which the Uniform Crime Reports referred to as serious property offenses, and 22 percent had committed offenses which would be labeled as either very serious property or very serious personal offenses.

Eleven percent of these offenders had three or more prior offenses and had presenting offenses at the level of serious property or above. I think you would agree these are very serious offenders by any definition.

Doug also mentioned the number of victims and the amounts of restitution which are being ordered. Again, those numbers are a month out of date. There are 18,000 victims, more than $9 million in losses. Judges have ordered almost $3 million in restitution and more than 300,000 hours of community service.

In terms of the completion, he mentioned that the statistics are very impressive. More than $1 million has been paid, 190,000 hours of community service work completed, and 4,000 hours of direct service provided to victims.

The proportion of juvenile offenders that are successfully completing the restitution requirements is, as he mentioned, about 88 percent.

Now, there are a couple of things I would like to say about that. First, the most successful referrals to this project are the kind of kids you would expect to be successful. These are first-time offenders who are from middle-income families and are full-time students.

The successful completion rates among those kinds of offenders is 90 percent or better. However, the variation among these groups—the different groups of kids in this initiative—is not very great. The rate for successful completion is high even for offenders at the other end of the continuum. The rate is over 80 percent successful completion for persons convicted of very serious personal or property crimes, and for those who have up to five prior offenses and those from minority families with very low incomes.

In fact, I think the smallest rate of successful completion, which is 77 percent, is for the offenders who have six or more prior offenses. So even among those categories of offenders the successful completion rate is high.

It is important to look at these from a policy standpoint. If you have a limited amount of resources to expend on a restitution program itself——

Mr. **Corrada**. Excuse me just a second. Just for the sake of the record, when you talk about successful completion, how do you define that concept?

Mr. **Schneider**. Successful completion is completion of the restitution requirement as it is originally made by the judge or as it is adjusted by the judge.

Now the proportion of the cases which are adjusted is very small. I think it is on the order of about 6 percent, and that data, by the way, is contained in a report which I submitted to you as an appendix to my statement. It is a technical report, and it is entitled "The Monthly Evaluation Report for February, 1981." It is before you.

The last thing I would like to mention is the effectiveness of restitution.

Now, I will have to be somewhat cautious here our data is not fully complete yet.

The data that we have on effectiveness is coming from our experimental sites. We have eight experimental programs from various places in the United States. In those experimental programs, we have juveniles who are being randomly referred to restitution and nonrestitution dispositions and among different kinds of restitution projects. Now, those kids can be compared with kids who are doing other kinds of things, straight probation or incarceration or counseling or what have you.

That is what we want to measure: the effectiveness against the other kind of dispositions.

Those experiments are not complete. We have some data from those experiments, but I would rather not discuss those data until we have them all and have had a chance to analyze them properly.

We can look at several other things which will give us an indication as to how effective these programs can be.

One thing we can look at is the in-program reoffense rate. By that I mean the probability that a youth will reoffend while he is still in the program, nominally under the supervision of the juvenile court.

Another thing we can look at is restitution from the standpoint of the victim. What proportion of the victim losses can be expected to be recovered under restitution projects?

Then, the third thing is to compare restitution as a sanction against probation which involves restitution. I think if we can make that comparison we can get some kind of an idea as to the unique impact of restitution.

The in-program reoffense rate is, I think, pretty low. On the average, a referral will stay in the restitution program for 6.2 months. The probability of reoffending while in the program for 6.2 months is only 8.8 percent. So, at least on the average, about 1 out of 10 will reoffend while still in the program, and again I caution you this is while he is under the nominal supervision of the juvenile court.

The data on reoffense after they have completed the program is what we are looking for in experimental sites. We don't have that yet.

Mr. **Corrada**. Excuse me. You have made reference to 8.8 percent as a rate of reoffense when a youngster is still in the program. How do you compare that to reoffense levels for straight probation or other types of programs?

Mr. **Schneider**. Those reoffense rates vary a lot across different kinds of probation programs.

My understanding is that the rate of reoffense in a restitution project is considerably below the revocation rates of kids who are on straight probation.

Maybe Doug knows this.

Mr. **Dodge**. We don't have specific data. We had some experiences under previous programs involving diversion where the reoffense rates for specific projects run around 25 percent. But we don't have studies directly on point. The literature and studies are pretty skimpy.

Mr. **Corrada**. When you say that 8.8 percent is a low rate, on what do you base that judgment?

Mr. **Schneider**. I base it on the judgment of what can be expected for a juvenile under any kind of a disposition in a juvenile court program. We are talking frequently, Mr. Chairman, about rates of reoffense of up to 60 percent and more for some of the kinds of programs that juveniles are in. We are also talking about a serious kind of an offender. We are not talking about the first-time minor offender here. We are talking about kids who have committed quite a number of offenses prior to being admitted to this program.

Another thing I think we can look at—and I am not quite sure what the mechanism is which explains these findings—but we have some data comparing kids who are on restitution as a sole sanction, no other requirements, and kids who are on restitution projects as a condition of probation. These findings are straightforward, and I think very interesting.

Across all kinds of offenders, kids who are making restitution as a sole sanction are doing better in terms of successfully completing the restitution project and having lower reoffense rates than kids who are on probation programs where restitution is made a condition of probation. I find that very interesting.

Then the last thing I want to mention is the effectiveness of restitution from the standpoint of the victim. Now, I think we can assume in most cases that a victim's assessment of the effective-

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ness of a restitution program will depend upon the extent to which he is compensated for his losses.

We have only preliminary data, and we are still working on this, but based on data which occurred as of last month, victims can expect to recover 87 percent of their net losses.That figure excludes recovery from insurance and from property return.

The amount of loss that they can expect to return varies as you go from low losses to high losses. They can expect to recover up to 100 percent of losses ranging between zero and $250 and then that amount of return, the amount of recovery goes down as the amount of the loss increases.

For losses of up to $1,000, they can expect to recover about 66 percent of their net loss and for losses of over $1,000, it is about 58 percent.

Again, these figures are impressive, but I urge you to be somewhat cautious in interpreting them. These data are based only on the cases in which monetary restitution was ordered.

In some cases, you have very high losses. We have a case in our files in which two youths in a New England State derailed a freight train, and the amount of loss was $250,000. It was unrealistic and perhaps unreasonable to expect these two young persons to repay $250,000. I believe the amount they actually paid was nominal. It was on the order of $200 or $300. Then they worked in some community service.

That particular loss figure is not accounted for in these statistics.

Just to summarize, we have looked at three things. One is, if restitution is available as a disposition for juvenile court judges, will they use it? I think the record speaks for that. Judges will use it. We also have asked if juveniles are ordered to make restitution, can they do it? Again, I think the record speaks to that. They can do it and do it successfully. Thirdly, we have asked whether restitution is effective as a disposition for juvenile offenders. The answer here is maybe. It might be stronger to say probably. When we get the results from our experimental sites we will know a lot more about that. I have research reports on each of the topics that I have spoken to as attachments to my testimony and I will be glad to answer any questions you have.

Mr. CORRADA. Thank you, Dr. Schneider.

We will now go into a questioning session for the witnesses, and I will recognize Mr. Petri for questions of the witness at this time.

Mr. PETRI. I must apologize if I ask some very basic questions, but I can remember as a kid growing up that judges used to do this all the time. What is the need for it—this is not something that has never happened before.

Mr. SCHNEIDER. No, sir. As I mentioned, restitution was being used by about 90 percent of the courts prior to this initiative coming into effect, and there was widespread support for it. But the use was very predictable. It was for minor offenders, and it was for first-time offenders. It was most often used as a diversion in which the kids were given an opportunity to either go into the restitution project or be referred to the juvenile court for adjudication and for another disposition. This initiative addresses a completely different population. This addresses the population of youth who are adjudicated, and the restitution is then made a sentence, not a choice that they have as an alternative to going into a diversion program. Another thing is that it deals with a much more serious kind of offender.

Mr. **Petri**. Do you know how many are diverted from the military service by this? That is another traditional thing that has been done in reality—at least out where I live, I think. More serious potential offenders, first offenders, were told if they could convince a Marine recruiter to take them, maybe they would not get a criminal record, but the town didn't want them around any more.

If you are just moving people from that approach to some other program——

Mr. **Schneider**. I am sorry. I cannot answer that. I do not know what numbers of kids are brought in here who otherwise might go into the military.

Mr. **Petri**. Is this program a potential program for being included in a block grant in the new budget that is coming up?

Mr. **Dodge**. The details of the new block grant program have not yet been released. It is definitely possible that the Juvenile Justice and Delinquency Prevention Act could be included. As you know, the major portion of the current program is a block grant program. States are utilizing these funds for purposes they deem appropriate.

In your own State of Wisconsin, restitution has been very successful in the counties where it started out. The number of counties participating has been increased.

Other States, including South Carolina, and Iowa, are also moving to implement statewide projects. As restitution becomes broadly accepted, we expect that more and more States will use their block grant funds to continue or to initiate restitution efforts.

Mr. **Petri**. But I am just wondering if you had any initial reaction to the possibility it might be included in the block grant? Do you think that would be a good thing for the program or a bad thing? Do you think people, if they had the money and had the freedom to do what they wanted with it, would expend efforts in this sort of area or spend the money for something else and not as much on this particular effort?

Mr. **Dodge**. It is hard for me to respond to that question definitely. My hope is that because of the acceptance of restitution and other programs now supported, the activities authorized by the JJDP Act would be continued. I realize that there are a lot of demands and a lot of needs out there, but these efforts do have pretty broad acceptance at this time. The reason they are accepted is because we were able to test these concepts utilizing our discretionary funds.

Mr. **Petri**. Thank you.

Mr. **Corrada**. Mr. Williams?

Mr. **Williams**. Thank you, Mr. Chairman.

I welcome both of you gentlemen to the hearing today.

We hear a lot in Washington these past days and weeks about cost benefit and programs breaking even or maybe showing a little profit at the end of the year.

I am just wondering if you have a cost benefit study that demonstrates the worth on that basis of your program?

Mr. Schneider. I will speak first, and I think Doug might have something to say about that. We do have a cost effectiveness component as a part of the evaluation. But we have not had a chance to implement that yet. We did not know these hearings were going to be held when they are being held. If we had known that they were going to be held in March, we could have had those data available for you. It takes about 5 months to complete that kind of study. We have the instrumentation to do it, but we don't have that. We have not done it yet. But I think that Doug has gathered some statistics.

Mr. Dodge. We have looked at the data in a very rough way. Looking at the seriousness of the offenses committed by individual youngsters coming into the programs, it is fair to project that 20 percent of these 16,000 youths are prime candidates for incarceration. That is 3,200 juveniles who were prime candidates for incarceration.

With on average annual cost of incarceration being approximately $24,000 using the lower figure, it would cost $76,800,000 to incarcerate these youths for 1 year. Even if we assumed that they would only be incarcerated for the average length of participation in the project, which is 6.2 months, the cost for just these 3,200 youths would be around $38,400,000. Beyond that, there is cost benefit because of the repayment to the victim in the community. Looking at the November data, since we do not yet have the benefit of the latest report that Peter mentioned, if the value of the performed community and direct victim service is computed on the basis of an average minimum wage of $3.10 per hour, the amount paid back is $1,756,665.50.

That figure is increasing all the time. I did not project out what it would be eventually, but the total should be substantially higher than that. Thus, these are cost savings from reduction in incarceration and payments back to the community. There are probably additional long-term cost savings on account of the fact that many of these youths do not come back through the juvenile justice system. We have not computed that. We hope the cost-benefit study by the Institute for Policy Analysis will reflect on many of these issues.

Mr. Williams. It occurs to me that an excellent way to improve the cost effectiveness of this program then would be to not incarcerate prime candidates for incarceration, but simply put them in the restitution program, subtract what it would have cost them to put them in jail, where perhaps they ought to be, therefore proving that this program is really cost beneficial, but the result on society is that these people are out when they ought to be in. Is that a possibility here?

In other words, if we—let me put it another way—if we allow the cost-benefit demands to control the future of these kinds of programs, then perhaps we don't jail people who ought to be jailed because it is the only way we can show this program is going to pay for itself and continue what appears to be a good program.

Mr. Dodge. We are not driven totally by cost-benefit issues. There certainly are some youngsters who, by virtue of the commission of violent offenses, do not fall within this target population. They are most appropriately placed in incarcerative settings. We see from this program, however, that despite the participation of offenders who might otherwise have been incarcerated, there was not any greater risk to society.

As a matter of fact, it appears, based on the preliminary interpretation of data, that there is substantially less risk to society at substantially less cost. Therefore, we would assert that this is an effective means for dealing with juvenile offenses.

Mr. WILLIAMS. Do I understand that the judge makes the decision?

Mr. DODGE. That is correct. In this particular program the judge has the authority to impose the restitution sanction.

Mr. WILLIAMS. Prisons or juvenile institutions are places of rehabilitation. We all know that and have myriad data to prove it.

Well, then, I am wondering how it is that we rehabilitate people through this program instead of through that marvelous program called the prison system because we are keeping them out of that system by having them in this one. What about rehabilitation? Are we unconcerned about that?

Mr. DODGE. No. Rehabilitation is a primary concern of this particular program. The process of placing young people in a restitution setting, requiring them to come to grips with the kind of loss that they have perpetrated on an individual or business, and having them make amends for that is rehabilitative in and of itself. Beyond that, they are provided with employment experience in supervised work groups or in the private sector. The projects have been amazingly successful in obtaining private sector employment.

Many of the participants are going on to be retained in private sector employment. There is a fair amount of evidence to suggest that this employment experience for youth is indeed rehabilitative and often keeps them out of further trouble.

Mr. WILLIAMS. A number of the States chosen, 26 States that are part of this experiment——

Mr. DODGE. They were selected through a competitive process. We went through a two-stage application process with the initial stage being concept papers or preapplications. We received 117 preapplications from throughout the country. Of that group we requested that 54 submit final applications; 43 or 44 actually submitted final applications and from that group, 41 were funded. Our selection was based upon degree of compliance with the terms and conditions of the guidelines, which were fairly restrictive. We particularly looked for agreements by the appropriate courts to participate in the restitution effort. There were some requirements that the courts found difficult at first, but as we have gone along, the courts have seen that they can use restitution with this level of offender effectively.

Mr. WILLIAMS. Generally what were the guidelines for applications by the States?

Mr. DODGE. The guidelines applied to States and localities. They had to submit applications in which they outlined clearly that they would develop a monetary payment or community or victim service restitution project. They had to agree to refer a portion of their serious offenders to the project in lieu of incarceration. They had to outline how they would operate the project, what they would do in terms of community service placements, how they would go about setting up job assistance or job placements, and generally lay out exactly how they were going to operate.

They had to include data and statistics on the levels of juvenile offenses in the past.

They had to provide a judicial agreement or memorandum of understanding, indicating that the courts understood what the project was about and what the requirements were.

Mr. WILLIAMS. What agency of the State was the usual applicant? Which agency in the State government?

Mr. DODGE. It varied. In New Jersey, for example, the Office of Administration of State Courts applied. In Nevada and Wisconsin, it was the Department of Human Services. In the State of Washington it was initially the Department of Human Services. Later, the State Criminal Justice Council became the applicant and managed that particular effort.

Mr. WILLIAMS. I note that five initial awards were discontinued. What was the reason for that, Mr. Schneider?

Mr. SCHNEIDER. I think that Mr. Dodge is the person to ask about that.

Mr. WILLIAMS. Mr. Dodge.

Mr. DODGE. One project withdrew because they had misunderstood the criteria on referrals and the alternative to incarceration requirements. They interpreted the laws of the States to prohibit their participation.

Four of them were eliminated from third-year consideration because of circumstances in their jurisdiction. They did not have the number of referrals to make the program cost effective for them to participate or they were not effectively managing their projects. We did not permit them to go on to the third year.

In addition to the five that I have mentioned, in one of the State projects we eliminated 17 of the 19 counties because of a failure to meet the goals and objectives that they themselves set out in their application.

Mr. WILLIAMS. Were there awards then being made to replace the five discontinued applicants?

Mr. DODGE. We do not anticipate that at this time.

Mr. WILLIAMS. Do you anticipate adding any States?

Mr. DODGE. Not at this time. We have invested a total of almost $23 million in this effort. Before we plan for the future, we get more information from the evaluation about the effectiveness of restitution for specific offenders. We need to look at the specific settings and characteristics of projects that make them most successful. Then we hope to move toward replication of successes in other States or localities.

Mr. WILLIAMS. Have you considered sharing appropriate information with States to allow those States that will to replicate the effort on their own without joining this program or requesting any of your funds?

Mr. DODGE. Yes, Congressman Williams. We have a very active process right now. Our technical assistance contractor, the National Office of Social Responsiblity, is involved in providing technical assistance to States. They have provided assistance in South Carolina, Iowa, and numerous other jurisdictions. They have developed manuals about the implementation of restitution projects. They have become highly skilled in helping States conceptualize restitution and implement that conceptualization.

I have worked closely with the NOSR staff to discuss effective assistance. We are all available, to help in any way a State or locality that is interested in initiating and operating a restitution project.

Mr. **Schneider**. I would like to point out it has not been mentioned today that in addition to the restitution projects that have been funded by this initiative since it has gone into effect, there have been, I think, 19 new restitution projects that have come into existence in the State of Wisconsin, and I believe 14 or 15 new restitution projects that came into existence in the State of Minnesota.

Each of those States has more than half of its counties with active restitution projects.

Mr. **Williams**. Outside of your program.

Mr. **Schneider**. Outside of the initiative. The State of North Carolina, in Raleigh, N.C., has a restitution project. In South Carolina, there has been legislation introduced, which, I believe, will result in the sponsorship of the statewide restitution project there. That is outside the initiative.

Mr. **Williams**. Thank you, Mr. Chairman.

Mr. **Corrada**. Thank you, Mr. Williams.

Let me ask you, when these youngsters who went to these restitution programs came before the judge, which were the options that the judge had in addition to sending these youngsters to this program?

Mr. **Dodge**. There are a myriad of options available to the court.

In some jurisdictions the court can divert a child without entering any kind of a delinquency finding. In other instances, if they make a delinquency finding, the youth can be placed on probation. The offenders can be given a suspended commitment. They can be committed to a mental institution, if there is a history of mental difficulties. They can be committed to the Division of Youth Services. It is that agency, in those jurisdictions which have no control over placement options, that would determine whether or not the youth is placed in a secure facility.

Some judges have authority to make specific commitments to a specific, secure facility, as in the case of Pennsylvania. There are several options the court has available.

Mr. **Corrada**. Is there a way to determine where the youngsters that participated in these projects would have gone in terms of action taken by the juvenile judges had this program not existed?

Mr. **Schneider**. In each experiment site we have a control group. In all eight, except in Clayton County, Ga, outside of Atlanta and in Oklahoma City, there is a control group in which kids who are not going through the restitution project receive whatever disposition they would have received if the restitution project had not been in existence.

In other words, these kids will be processed just as they would have been had there been no restitution project at all. So we can look at what happened to the kids in that control group and that will tell us exactly what would have happened to the kids in the restitution groups if the restitution project had not been there.

Also, we can look at two kinds of data: seriousness of the offense and the offender. We can look at that information and make inferences from that as to what would likely happen to those youths.

As I mentioned, 11 percent of all those in the initiative had three or more prior offenses and had committed offenses which the uniform crime report labels very serious property or very serious personal offenses. There is a reasonable expectation that those youths would have been committed to a facilitiy or placed under a stringent form of probation.

Mr. CORRADA. Would you be able to conclude, based on the point which you have reached in evaluating this program, how these youngsters who were referred to the restitution programs fared in terms of their rehabilitation vis-a-vis those who did not participate in the program, who instead just followed the regular probation program or of the other options available to the judges?

Mr. SCHNEIDER. If you would give us just a few more months, we will have that data for you.

Again, that is the data which is coming out of the experimental site.

In each one of those sites we are following the youth, in both experiment and control groups, up to 18 months. We are looking not only at the extent of their reoffense, primary recidivism data, but we are also looking at the attitudes the youth have after completing their respective dispositions and the attitude of the victim. We will have that information for you in just a few months.

Mr. CORRADA. I believe of course it would be very important to be able to carry on that evaluation to the point of determining rehabilitative qualities of this program. Enough has already been invested to justify going through with that effort and particularly because so far from what we have heard and seen today, the results of the program appear to be quite encouraging. It would be worthwhile to follow through with a full evaluation, as Mr. Williams suggested before, seeing to it that whatever information is developed from these evaluations is shared with the State agencies involved in juvenile justice and crime delinquency prevention efforts.

Let me ask Mr. Dodge. On page 5 of your testimony, you made reference to some figures. You indicated that 78.7 percent of the youth referred are successfully completing their original or adjusted restitution orders and that completion rate would go up to 87 percent if project ineligibles are removed from consideration.

What do you mean by project ineligibles?

Mr. DODGE. Mr. Chairman, in some of the projects, the intake occurs before the actual determination and order of restitution is issued. In some instances, a youth coming into a project may not clear the initial screening. In other cases, the victim may not be known, the victim may refuse to participate, or, for some other reason, the youth does not receive an order of restitution. An intake form has been filed on those youth. They go to IPA so they are included in the statistics of that particular jurisdiction as an intake.

However, no restitution has been ordered and there has been no failure on the part of that youth to participate. Then those youth for whom an intake has occurred, but who have not received a restitution order, are the project ineligibles.

Of the youth that actually have received restitution orders, approximately 88 percent are successful in completing their original or adjusted order.

Mr. **Corrada**. At what point in the process is the decision made about restitution? Is this at a hearing before the juvenile court judge or at some other point? When is that critical decision made?

Mr. **Dodge**. The critical decision on restitution is made after the youth has gone through a fact-finding hearing and the court is determining what, if any, sanction it is going to impose upon the youth.

In many of the projects, a presentence screening process occurs. At that point it is determined whether restitution is appropriate for a youth, as well as appropriate amounts. That material is presented to the judge at a disposition hearing. Sometimes there is a hiatus between the actual factfinding hearing and disposition. In other jurisdictions, there is not and it is at the critical disposition point that the judge enters an order.

Mr. **Corrada**. So those who go to this restitution program do go as a result of orders in most of the cases or orders entered by the pertinent authority in the State.

Mr. **Dodge**. That is correct.

Mr. **Corrada**. Now, can a young person choose not to participate in this kind of a program, or is participation voluntary? Is the participation fully dependent on that decision or on the determination by the judge or the pertinent authority?

Mr. **Dodge**. Mr. Chairman, in most jurisdictions, it is not a voluntary decision.

One jurisdiction, the District of Columbia, has implemented a voluntary decisionmaking process. The youth can choose not to participate. Then he or she is subject to the other dispositions available to the court. We see from the data that very few youth are refusing to do that, in the range of about 5 percent.

Mr. **Corrada**. How and by whom is the determination made in terms of how much restitution is to be paid or what form that restitution will take?

Mr. **Dodge**. That is made by the judge based upon recommendations of the project and/or probation staff contained in presentence reports.

Mr. **Corrada** To what extent is the youngster involved in the process of making that determination by the judge?

Mr. **Dodge**. It varies as to how the youth becomes involved. The youth are generally involved in one way or another. In some projects there is mediation between the victim and the offender. The youth's lawyer may be involved in actual face-to-face discussions, if the victim chooses, to determine the level of restitution.

The youth are always represented by a lawyer at the dispositional hearings, a lawyer able to address the level of loss or the kind of community service. The project staff work with the youth in the screening process to help develop restitution recommendations. Youth are thus involved in that decisionmaking.

Mr. CORRADA. Dr. Schneider, which of the various models of restitution programs you have evaluated or examined seems to work the best?

Mr. SCHNEIDER. Well, again if I had known you were going to ask me that last week, I could have been here with that kind of information. I tried to anticipate your questions as best I possibly could and I did not anticipate that one. We are collecting data on the organization of restitution projects and, in fact, we have collected that data twice to make sure that it is accurate. We have not yet analyzed our data with any different kind of restitution project. So, I am sorry I really cannot answer that.

Mr. CORRADA. We are looking forward, of course, to your supplying that information to the subcommittee as soon as it is available, and you have finished your evaluation. Maybe my second question will also fall in this category.

Mr. SCHNEIDER. I hope not.

Mr. CORRADA. If you were asked to assign the single best restitution program you could, based on your survey, what would it look like? Would you have an idea at this time?

Mr. SCHNEIDER. That is an excellent question. It is very difficult. There is a tremendous variety of restitution programs out there. There are 85 different projects, and I would say that even in the statewide projects which have been implemented by a single agency, there is variation. It seems like—well, I hesitate to say. Based on the experience that I have, which is not reflected in our data, but on the experience of visiting a lot of the projects and talking with the project directors and talking with judges, and I have spent quite a bit of time talking with members of the National Council of Juvenile and Family Court Judges, and it seems as if the major ingredient is a judge who is willing to use restitution and to use it for a wide range of offenders and the existence of the resources in that project for insuring that every youth referred to it has an opportunity to carry out the requirements of the restitution order. Those seem to be the major ingredients rather than the design of the project itself, but we will have more information on that at a future point.

Mr. CORRADA. We know, of course, from general experience that one of the problems associated with juvenile delinquency relates to the fact of unemployment, not having a job and so on.

Do you have any data on whether youngsters can find jobs with greater ease after being in a restitution program than the average youngster who is in another program, such as probation?

Mr. SCHNEIDER. We have no comparative data, but we do have some information about the proportion of youth who are continuing to work after they have completed their restitution requirements and the restitution program.

This information is contained in a table which is in the monthly evaluation report for February 1981, and incidentally we have issued one each month the past 2 years.

Because of a shortfall in our funding, we are going to have to limit the number of reports we are going to be doing in the future to one every other month. We have been putting one out each month. There is a table which is entitled "Status of Youth," at case closure, table 10, a monthly evaluation report. That table details the condition of the youth after they have completed the restitution requirement.

About 30 percent do not have jobs, but do not want jobs. There is about another 25 percent who do not have jobs, but want jobs and there is another approximately 28 to 29 percent that are continuing to work. The remainder fall into a category which we define as other residual category. They are not working for a variety of reasons, but it looks as if more than half of the youth would be able to continue in their positions if they wanted to.

Mr. **Corrada**. I do not have any further questions at this time. The subcommittee would like to express its appreciation both to Mr. Dodge and Dr. Schneider for their testimony today, which will prove to be very informative and helpful to us.

Thank you very much. We appreciate your appearing before us today.

The next witness will be Dennis Maloney, juvenile restitution project manager. He works with the Division of Community Services, Bureau of Children, Youth and Families in Madison, Wis.

Mr. Maloney, we welcome you to this hearing, and we ask you to please proceed with your testimony.

[Prepared testimony of Dennis Maloney follows:]

PREPARED TESTIMONY OF DENNIS MALONEY, JUVENILE RESTITUTION PROJECT MANAGER, DIVISION OF COMMUNITY SERVICES, BUREAU FOR CHILDREN, YOUTH, AND FAMILIES, MADISON, WIS.

The Wisconsin Juvenile Restitution Project is administered by the Wisconsin Department of Health and Social Services in the Division of Community Services, Bureau for Children, Youth and Families. There are twelve juvenile court jurisdictions participating in the project. The participating jurisdictions are spread across the state and represent urban, suburban, rural and tribal demographic areas. They are Ashland County, Chippewa County, Douglas County, Eau Claire County, Fond du Lac County, the City of Green Bay, Kenosha County, Marathon County, Menominee Tribal Court, Outagamie Youth Services, Racine County and Rock County.

The primary objectives of the project are to: (1) hold juvenile offenders accountable for delinquent acts; (2) reduce recidivism levels of participating offenders; (3) insure compensation for victims of juvenile offenses; (4) improve the image of the juvenile justice system; and (5) provide an effective means of treating juvenile offenders within the community.

The project is staffed by one central office manager, one central office administrative assistant and a total of fourteen local program staff for all twelve jurisdictions. The project benefits from a training and technical assistance contract with the University of Wisconsin-Extension Criminal Justice Institute and an evaluation contract with Carkhuff and Associates. In addition the Division of Community Services Juvenile Delinquency Prevention Consultants provide legal and juvenile justice system consultation. Due to the limited staffing resources of the program the local staff have had to rely on the involvement, cooperation and assistance from the participating juvenile court jurisdictions. Without exception such cooperation has been provided.

The statewide project has an annual budget of approximately $450,000 including technical assistance and evaluation costs. The local projects range in cost from $16,000 to $66,000.

PROJECT HIGHLIGHTS

Restitution completion

The Project has worked with 803 juvenile offenders. Of these 484 have already completed restitution. The court ordered amount of financial restitution has recently surpassed $200,000 of which $103,000 has been paid. In addition 4,907 hours of community service has been provided while 554 hours of victim service has been fulfilled. a recent interim evaluation report illustrated that 85 percent of the participant youth fulfill their obligation on schedule.

Seriousness level of participants

OJJDP designed the national restitution initiative to work with serious juvenile offenders in threat of incarceration. The Wisconsin Project has worked with ofenders representing the following levels of seriousness.

	Percent
Victimless	1
Minor offenses	1
Minor property	3
Minor personal	1
Moderate property	24
Serious property	38
Very Serious property	26
Serious personal	3
Very serious personal	2

As is illustrated the majority of offenders fal! within the Serious Property to Very Serious Property categories. The average number of prior delinquent offenses is 3 percent.

Reduction in incarceration rates.

The State of Wisconsin in involved in a major deinstitutionalization effort. The state has adopted a new children's code which places more restrictions on placement of juvenile offenders in correctional facilities.

In addition the state has launched a community based alternative effort entitled Youth and Family Aids that provides counties with the option to develop local programs or purchase state correctional services. The jurisdictions participating in the Restitution Project have reduced their incarceration placements from a total of 242 in the year prior to initiation of the projects to 148 during the first year of the program. In addition the Rock County program has accepted referral of nine juveniles who were petitioned for waiver to adult court and were in definite threat of placement in adult facilities. To date not one of the offenders has been incarcerated in an adult or juvenile correctional facility.

Statue at case closure

Over 80 percent of the youth are living with their family at case closure while 13 percent have been placed in non-secure settings and only 3 percent have been committed to secure facilities. The percentage of youth who have committed subsequent offenses during project participation is 7.31 percent.

The evaluation illustrates that 37 percent of the youth maintain their employment after case closure.

System impact

The Restitution Project has provided Wisconsin the framework for testing a skills based model for treating juvenile delinquents within their home community. This skills based approach reduces the occurance of subjective assessments, irrelevant and inapplicable dispositions, unnecessary incarceration and long lasting negative labeling. Instead a skill based program provides juvenile court systems with the capability to complete valuable and strength seeking assessments, carry out practiccal and useful dispositions, maintain and strengthen family situations and initiate positive community labeling and expectations. Seventeen additional counties have decided to initiate juvenile restitution programs under the new Youth and Family Aids programs. In all Wisconsin now has over 30 formal programs.

Cost effectiveness

The average county cost per client in the juvenile restitution project is $623. This compares to average annual cost of $22,000 for institutions, $14,900 for group home care and $4,500 for foster care.

STATEMENT OF DENNIS MALONEY, JUVENILE RESTITUTION PROJECT MANAGER, DIVISION OF COMMUNITY SERVICES, BUREAU FOR CHILDREN, YOUTH AND FAMILIES, MADISON, WIS.

Mr. MALONEY. Thank you, Mr. Chairman.

I, too, would like to thank the committee for allowing the State of Wisconsin to have an opportunity to provide some program highlights. I have put together a statement. I would think I would prefer to stay away from that as much as possible and perhaps get at the essence of the program.

I have worked in the Wisconsin juvenile justice system for nearly 10 years, Wisconsin and Minnesota for two years during that time.

I have had a chance to witness the arrival and departure of many trends. My current situation is that I am working with the restitution project in the State.

What I would like to do is feed you some impacts about the program, talk about some specific occurrences that are going on in two of our counties and again pinpoint the essence of the program.

The Wisconsin program is administered by the Department of Health and Social Services. We are currently operating in 12 juvenile court jurisdictions. The juvenile court jurisdictions range from urban, suburban, rural to one tribal reservation, the Menominee Indian tribe reservation in Wisconsin.

Our primary objectives are to hold the offenders accountable for their acts, reduce the recidivism levels, insure compensation for the victims of the offenses and improve the image of the system and provide an effective means of treating juvenile offenders within the community.

I think with the large scope of the program we are rather sparsely staffed in that we have one central office manager, a central office administrative assistant and a total of 14 staff in all 12 jurisdictions.

We benefit greatly from a training and technical assistance contract with our university and a process and impact evaluation with Carkhuff and Associates.

Due to the sparseness of the staffing across the State, we have to rely heavily on the juvenile court systems. I recall when I was sent out on a round-robin tour to meet with judges to explain why they would be interested in starting a restitution project. I met with approximately 25 judges and got very similar responses. They were interested in starting a formal project, because oftentimes it appeared that restitution sentences fell on deaf ears.

As a result of that, victims' frustration levels were rising. The community was showing great dissatisfaction with the power of the court. Finally they mentioned they feared that the attitude about the juvenile justice system hit the streets, and the kids were in fact affected by that, too. The word had generally gotten out on the streets that if you are ordered, go along if you like, but nobody is going to follow through on it.

They were very interested in somebody providing formal followthrough. We have received great cooperation with the judges.

Personally I try to work with the courts as closely as I can. Our total budget is $450,000 including technical assistance and evaluation costs.

The local projects range from $16,000 to $66,000.

As far as project highlights, we have had roughly 800 offenders go through the program. The court ordered amount of restitution surpassed $100,000. I am pleased to inform you we recently surpassed a major milestone: the kids themselves paid $103,000 in restitution. They have had nearly 5,000 hours of community service and 500 hours of victim service.

Our successful completion rate is 85 percent. The majority of our kids are serious property to very serious property offenders. Our average number of priors is three. As far as reduction in incarceration, the State of Wisconsin is involved in a very assertive campaign to serve juvenile offenders as effectively as possible within the community while protecting the best interests of the public. We have had a new children's code come into effect, and the youth and family aid programs that provide communities with the opportunity to develop local programs instead of having to send inappropriate referrals to correctional facilities.

A question was asked, and I would like to inadvertently respond to that. Are we diverting kids from juvenile facilities who would need it? I would submit I do not think we are. We are getting down to the more appropriate referral. We had a study done in our State that discovered that for nearly half of the kids who ended up in the correctional facilities, it was their first out-of-home placement when supposedly many of the people in it were those who had exhausted all other resources.

So, I think we are reaching a more appropriate population now. With these two impetuses and the restitution program providing the framework for the alternatives, the counties participating in our program the year prior to the program had 242 kids placed in corrections.

After the first year of the program, that amount was reduced down to 148.

I would again submit that 148 are appropriate referrals to correctional facilities, but that somebody in the community, hopefully the restitution program in many instances, has reached many of the kids who in fact did not need juvenile correctional facilities.

As far as systems impact, we have made a major commitment again to community-based resources.

Our restitution programs have provided us the framework to gear our juvenile justice system more toward a skilled-based approach than what I would term a subjective assessment, moral questioning approach that involves utilizing dispositions that are not very applicable to the youth currently or in the future.

In Wisconsin we started the restitution program with the OJJDP fund. We have now started 18 additional programs with State funding.

The youth and family aid program involves $14 million per year of State money, non-Federal source money aimed at helping communities to develop alternatives to corrections.

A question also was asked about, how does this compare with alternative cost? Our actual cost per client is $623. Our institutional costs in the State are $22,000. Group homes cost roughly $15,000 and foster care $4,500.

Just briefly I would like to touch on two counties in the State, to give you a local perspective of what is going on. In Rock County they have made a very powerful commitment to the program. The judge there has in fact worked with nine kids who everybody in the system had put together a blue slip on. What that means is you would be waived to adult court and sent to an adult facility. Of those nine, the judge denied waiver over the kids and put them into the restitution program. To date, not one of the kids has either ended up in an adult facility or juvenile facility.

In addition, they have had 17 who were petitioned to be placed in juvenile facilities and who were allowed to remain in the community and successfully complete the restitution. The other county is the Menominee Tribe court. The Menominee Indian Reservation is our most active program. They have had 111 kids go through the program and with this and other resources have been able to cut their incarceration in half. Judge Louie Hoptos, who often shares podiums with me at training sessions and statewide conferences, has set a future goal to allow children to remain in the community if at all possible.

They have a community board there that has worked since the beginning of the program to supervise the staff of the program and provide advice and input to how the kids are dealt with within the program. They have examined community needs and designed a program that meets those needs.

The Menominee tribal court works with kids and oftentimes orders restitution for them to spend *x* amount of hours with elders in the community, requiring or maintaining their homes to allow the elderly people in the community to remain in their homes. The kids are also involved in a large-scale energy program where they chop wood or provide other energy-efficient services to elderly homeowners to help them stay in their home in the community.

The essence of the program, again, concentrates on skills. I think in the past much of our juvenile justice system was subjective. It went from one culture to another. It was oftentimes sexist in that female offenders were vulnerable for more serious reactions than male offenders were for less serious crime. Oftentimes if you look at dispositions in the past, they were incapable. They often state, "Don't hang with these kids. Don't miss your curfew violations. Don't miss school."

Very often that type of disposition is inapplicable. Restitution is goal oriented. Complete this by then, pick up these skills so you can secure employment and make sure that you resolve the offense with your victim. It is more goal oriented.

Also, in the past with the way we dealt with kids when restitution was not ordered was that the offense was unresolved. Victims were angry. Communities were angry and oftentimes frustrated with both the kids and the court system. Today when kids can complete their restitution, that anger gets to be resolved and in fact many of the victims in our State are actually providing worksites for the kids and in many instances act as the best references for the kids.

As far as systems benefits, it is tangible. It is more realistic. Staff can talk about, "I am working with a kid who is 75 percent on his way to reaching his goal," or 50 percent or whatever, rather than, "I still have John or Mary for 4 more months of supervision."

As far as community benefits, we have seen increased satisfaction with the system. We have taken polls of opinion leaders and victims, and there definitely is a growing trend with an increased amount of satisfaction with our juvenile justice system in the State.

In closing, I would just like to make one comment that perhaps my colleagues could not have made. I really feel there is need for a national impetus or conscience in this area. I think that Wisconsin is achieving many positive changes in our juvenile justice system. We have had the children's code, the youth age, the restitution. If you look at every one of those major initiatives going on in the State, you will find the Office of Juvenile Justice and Delinquency Prevention at the root. I am talking about more than just money.

As I mentioned, we are now pouring in $14 million of State money into these initiatives. I fear that without the leadership we will once again wander dangerously.

There is an old saying, if you don't know where you are going, any road will get you there.

I fear that if we lose the conscience and the impetus, that that is what will happen in many of our local juvenile court jurisdictions. The most obvious example in my mind is when the restitution guidelines were announced I stood nose to nose with Doug Dodge, or rather perhaps chin to forehead, and argued over the restrictions of the guidelines. I felt that they were asking us to work with much too serious a probation, that chances of success would not be possible. Dodge and OJJDP stood firm. We agreed to follow other guidelines.

I can tell you this, if they had not stood firm, we would have worked with a less serious population. We would not have achieved the results I mentioned in reduction in incarceration and we might in fact have widened the meaning if we were willing to work with less serious offenders. We could have pulled more kids in the system than need to be pulled in.

I thought in all due respect for the office and for the benefits we have received in our State, I would like to mention that.

Thank you.

Mr. CORRADA. Thank you, Mr. Maloney, for your testimony.

Would you repeat for the record the average county cost per client in the juvenile restitution project?

Mr. MALONEY. It is $613, sir.

Mr. CORRADA. What criteria are used in your program to select juveniles for the restitution program?

Mr. MALONEY. The first criteria is there has to be clearcut evidence that in fact the juvenile did commit the offense. The second criteria is that the youth be an adjudicated delinquent, and there has been a factfinding or voluntary counsel plea of the offense. The third criteria is they be more serious offenders. My feeling is kids do not need a whole 9 yards of a system to pay off a $30 or $40 offense. So we are trying to reach more serious offenders, and rule one is the kids have to volunteer to partake in the program.

Mr. CORRADA. If the youth does not agree to the restitution program, then other alternatives would be chosen?

Mr. MALONEY. Yes. That does not mean it could not be court ordered. The court will order it, but we put the question to the kids. Is that what you choose to do?

Mr. CORRADA. What do the juvenile court judges in Wisconsin think about the restitution program when you have had the occasion of discussing this with them?

Mr. **Maloney**. I think quite frankly they are delighted. In some of the counties they consider themselves project directors. We have a couple of councils where they still sign the form where it says project director. So they have taken on a lot of ownership in the program. Again, as I mentioned, we are achieving impacts with community attitudes so they are beginning to sense their court systems in better light, and in fact, when courts order a child, then it means business. It is not a milktoast order.

Mr. **Corrada**. Have you had any contacts with the victims in terms of how they feel about this restitution program, and have you been able to ascertain their attitude toward the program, vis-a-vis a victim of juvenile delinquency who does not receive any kind of restitution because the youngster goes on to some other way of being punished?

Mr. **Maloney**. Yes, sir. Just briefly, there is a common attitude we find in the State that victims feel it has gotten so bad they do not expect restitution anymore. As soon as they hear the offender was a juvenile, they say, "Well, it was a juvenile offense and I am not going to get compensated." It takes our court process an average of 120 days between offense and referral to the program, so there is a high level of frustration that develops between the time of the offense and the time victims first get a call from the restitution staff saying that the youth offender was referred to them.

So the results of the survey show that that frustration rises as soon as they get an emphatic response from somebody in the system saying, "We are going to work at resolving this offense," that the frustration begins to decline. In those cases that are successfully completed, their attitudes toward the kid and the justice system increase again significantly.

So, it is like a rising and falling graph as far as their attitudes and emotions. As far as the ones who are uncompensated, I am sure they still remain frustrated.

Mr. **Corrada**. Based on your experience, is there anything you would like to do differently regarding your involvement in the restitution program of the OJJDP? Any recommendations you may have as to how could this be improved?

Mr. **Maloney**. Well, I think the research we have seen both through our program and some national studies that have been carried on showed the best way to predict success with the program is the personal level of skills of the staff because kids will only approach those skill levels. If the staff are low skilled, then the kids will also approach a low-skilled staff, meaning kids can become better or worse for having been involved in our program.

If I could have done anything better with the program, I would have liked to have seen through OJJDP that skill training and a real emphasis on programmatic skills be offered to our project staff rather than having to necessarily go through the grant guideline management and that type of thing; not that we have not gotten it, but I think skill training is the kind of thing you just cannot get enough of. So I would have asked for more of that.

Mr. **Corrada**. Based on your experience, and if you were to assign a restitution program that would be effective, how would you do it?

Mr. **Maloney**. I would locate as closely to the court as possible, because I think there is the air of authority that comes with the court that is very difficult to maintain when you get outside the parameters of the court. I think it is important for both the child and the parent to know that there is an obligation, and it will be fulfilled by one means or another. That is the first thing I would do.

Second, I would concentrate more on objective assessment of the kids, basically what are their living, learning, and working skills currently, and where do they need skills in order to fulfill this restitution obligation.

Once the obligation has become completed, then I would like to see a systems reenforcement of the kids, reenforcing kids for having successfully completed the restitution program and even acting perhaps as a reference for future employment of the youngster.

The outcome is to have a permanent employment meaning we have sent them on. They have completed their obligation. They have compensated their victim. They have got a positive label rather than a negative one, and we can send them on the way with employment and skills they need to stay away from further crime.

Mr. **Corrada**. The Chair will now recognize Mr. Williams for questions of this witness.

Mr. **Williams**. Thank you, Mr. Chairman.

Mr. Maloney, do you use both monetary restitution and community service and direct service to the victims?

Mr. **Maloney**. Yes.

Mr. **Williams**. Which is most common?

Mr. **Maloney**. Monetary.

Mr. **Williams**. Do you set up the procedures by which the person raises the money?

Mr. **Maloney**. You mean the young person?

Mr. **Williams**. Yes.

Mr. **Maloney**. Yes; they are provided, first of all, with training on the job seeking skills on how to secure employment.

If at all possible, our highest priority is unsubsidized employment. They are coached on how to secure that employment and given time to do that. If they are not able to secure that employment, then we will assist them in some means with a subsidization. In the private sector we subsidize up to 50 percent to the private business sector, not a written commitment with the hope that the private business sector will maintain employment of the youth after they have completed the restitution.

Mr. **Williams**. Is there money in the program to provide for the subsidization?

Mr. **Maloney**. Yes.

Mr. **Williams**. You do not have to go outside to a CETA program or some such program?

Mr. **Maloney**. No; although whenever CETA is possible we will plug into them as much as possible, because the CETA program has gotten to the stage where they not only offer job employment, but job training and job skills, working skills. I think that is an optimum way to go.

Mr. **Williams**. Did I understand that in working with the Indian young people on or near the reservation—what reservation is that?

Mr. **Maloney**. Menominee Tribe Reservation.

Mr. **Williams**. That the incarceration rate has been cut in half?

Mr. **Maloney**. Yes.

Mr. **Williams**. But you indicated that those young people who should be institutionalized are institutionalized rather than brought into this program?

Mr. **Maloney**. Right.

Mr. **Williams**. Does that tell us that previous to this program half of the people on that reservation that were being incarcerated should not have been?

Mr. **Maloney**. I will be candid. I will say that that is true.

Mr. **Williams**. How much does it cost again to incarcerate a young person?

Mr. **Maloney**. $22,000.

Mr. **Williams**. Do you know how many young people in a year—how many Indian young people off this reservation are placed in a juvenile detention facility?

Mr. **Maloney**. Yes.

Mr. **Williams**. How many?

Mr. **Maloney**. Currently before the program, 23 were placed. After the initial program it was down to 14. One thing I want to clarify is Judge Hopatos has got a general philosophy of keeping the kids on the reservation as much as possible. We are one of the resources he uses. When he has used the podium he has said quite frankly they do not have a lot of resources on the reservation. They have relied heavily on the restitution program to provide them with one of their key resources for keeping kids in the community.

One of the things we are working on with them currently is a youth planning management and employment corporation whereby the kid will be able to use the waste products from the timber industry which is the largest industry on the reservation, to provide a product, because his concern was that with employment as bleak as it is on the reservation, restitution is one of the only means to get the type of job training and skills that we offer and meaningful employment.

The current plan on which Judge Hopatos is working very aggressively is to develop a corporation, a private business operation, where the kids actually act in management and employment capacities so that you do not have to necessarily get into trouble to have a decent job on the reservation.

Mr. **Williams**. The judge has obviously tried to find other ways than institutionalization to deal with crime and yet you indicate frankly that perhaps half of those who are sent to juvenile facilities in the past ought not have been so sent.

Mr. **Maloney**. Right. I would be willing to make that statement, sir. I have had a chance to meet many of the kids, not only on the reservation, but in the Rock County program, kids who were definitely scheduled to go on and sit in adult facilities where they would have been vulnerable for increased chance of suicide, sexual assault, and all the other nasty things I think can happen to 16- and 17-year-old kids in those kinds of institutions, that those kids who made it have in many ways demonstrated they did not need those facilities, that they needed an opportunity to demonstrate that they could make it in the community.

I would like to think that in many cases the restitution can provide both the opportunity and the skills they need to remain within the community.

Mr. Williams. In Wisconsin was there a juvenile restitution project, or was this procedure being utilized previous to the enactment of this act?

Mr. Maloney. We had four or five formal restitution programs in the State before the initiative. As I mentioned, now we have surpassed 30 in the State. Judge Calla, who is on our supreme court, started one of the first restitution programs in Wakashaw County, and many of the programs have been modeled after his project.

Mr. Williams. Thank you, Mr. Chairman.

Mr. Corrada. We will now recognize staff on behalf of the ranking minority member to ask questions, if any.

Mr. Dean. Thank you, Mr. Chairman.

I just have a couple of questions.

On page 2 of your statement, you mentioned that OJJDP has designed the restitution initiative to work with serious juvenile offenders in threat of incarceration. You mentioned that one of the criteria for identifying those juveniles to go into the project is that they volunteer for it, and I wonder whether they really have a choice, given that the alternative may be placement in a secure facility.

Mr. Maloney. Well, my response would be that in our State, in our children's code, if the youth is defined and first of all he did not commit the act, he is entitled to a factfinding here. Second, if he is arguing about the amount of responsibility, because if we are having one problem with the projects, oftentimes victims inflate their loss and they can have an offense and all of a sudden losses for the last 4 years will end up on that loss list, that if a juvenile is really arguing about that amount, by law he is entitled to another hearing.

So our feeling is if the juvenile who is supposed to be coming on the program is saying that I did not commit the offense, or second, I did commit it but I am responsible for $100, not $2,000 of the loss, and I refuse to participate in the program, then we will not accept that referral, because you are taking on a kid for whom there is a greater increase that he is going to defy whatever is offered to him and is most likely going to fail within the program.

Mr. Dean. You mentioned that some of your program participants went into CETA positions. In terms of your overall operations, did you tap into any other sources of Federal funds other than the juvenile justice money and, I guess, indirectly the CETA moneys?

Mr. Maloney. Currently we are working with the ACTION office. The ACTION office has developed a program where retired citizen volunteers are provided with resources to supervise young people, and we are going to attempt to develop a program in the State where we will have the unique expertise of retired businessmen working as job coaches and parent relationships with the kids. That is the one Federal program that comes to my mind.

Mr. **Dean**. I guess another question would be the number of offenses of the program participants, whether the rates of completion of restitution vary with the seriousness of offense to the point that it would be very low for, say, a serious personal offense in contrast with the ones with minor victimless offenses.

Mr. **Maloney**. Our evaluation with the Carkhuff firm and it surprised me too, because I thought the more serious the offense the less likelihood of success. We found that seriousness level is not an indicator of successful completion of a program.

Mr. **Dean**. On page 3 of your statement you mentioned that the percentage of youth who have committed subsequent offenses during project participation is 7.31 percent. I was wondering what the nature of those offenses are, and if you could characterize it?

Mr. **Maloney**. The highest number of reoffense within the program is burglary. That is the majority of crimes committed while still within the program is burglary.

Mr. **Dean**. From that can I gather that they are not committing offenses actually on the restitution program that they are working on, stealing from their employer.

Mr. **Maloney**. I do not believe so. We have had occurrences where kids have gotten involved in offenses on the worksite, but I don't think it is to a great degree. I don't see any data that has surpassed that that is to a great degree.

Mr. **Dean**. I just have a couple more questions. Do any of the funds that are generated by the work in the restitution projects actually go back to the project to defray administrative costs?

Mr. **Maloney**. No.

Mr. **Dean**. And in the case of, say, a budgetary crunch would that be a feasible alternative to require 5 percent to defray those administrative costs.

Mr. **Maloney**. We are looking into that possibility. We are looking into several possibilities. We do have the youth and family aid programs that provide localities with State funds to start these types of initiative. So we are looking most closely at the youth aids initiative. Other than that we are beginning to examine, as you mentioned, the possibility of administrative overhead falling back into the program.

Mr. **Dean**. My final question here would just be an open ended one. Could you give a few examples of the jobs that the juveniles are placed in; whether they are the kinds of jobs that have a future; and whether they are of deadend nature?

Mr. **Maloney**. Our priority is meaningful employment. Meaningful employment means that it falls within the priorities of the young person himself and it does offer future employment, at least the hope for future employment. We have had some unique employment situations. For instance, a young person in Rock County who was under threat of incarceration was doing remodeling work with the Rock County Historical Society. After completing his restitution, for instance, the Historical Society was so pleased with the youngster they actually made him a formal member of the Rock County Historical Society.

In the Menominee Reservation, a group of kids in the program assumed responsibility for the design, planning and carrying out of an entire pow-wow for the community where several hundred people attended. They had to assume responsibility for all of the financial management, the arrangement of speakers, the arrangement of events. So I think that type of planning skill came out in the restitution and employment opportunity, although it was not a future employment opportunity.

Mr. **Dean**. Thank you, Mr. Chairman.

Mr. **Corrada**. Thank you.

Thank you, Mr. Maloney, for your excellent presentation to this subcommittee and sharing with us your experience in Wisconsin with this program.

Mr. **Maloney**. Thank you for having us.

Mr. **Corrada**. We will now go to a panel of youngsters, two of them from Wisconsin, two of them from Washington, D.C., that have actually participated in the restitution program.

In order to protect the privacy of these youngsters, I will ask all the members of the subcommittee to address them by their first name and no photographs will be allowed of these witnesses during their testimony.

Before we call them for their testimony, I would like to state that I am very pleased to have today the visit of a group of youngsters from Puerto Rico who are participating in the Presidential classroom program here in Washington. I would like to ask the youngsters from Puerto Rico, who are participating in the Presidential classroom program to please stand up.

It is quite coincidental that while these high school students from Puerto Rico come to Washington for the Presidential classroom program and to visit their Congresspersons today, we are holding these hearings precisely on a problem that is of great importance to the whole Nation and, of course, to the Commonwealth of Puerto Rico as well, dealing with juvenile justice and delinquency prevention.

We will now have the opportunity of asking questions of youngsters who have participated in this restitution program, a program that is geared toward having the youngster restitute or pay directly to the victim and to society for faults that have been committed rather than sending them to jail or placing them in the regular probation program.

We will ask now Charles and Becky, coming from Wisconsin, and Jeff and Jonathan from Washington, D.C., to please come forward. Take a seat at the witness table.

I would like to welcome the four of you to this hearing today and express to each of you the great appreciation of this subcommittee for your appearing before us today and allowing us to gain more information about the program in which you have been participating and what that program has meant to you.

Definitely your cooperation with this hearing will allow us to gain information that will be very valuable in examining how this project has worked and in determining what this subcommittee should do in encouraging programs of this nature.

The witnesses do not have prepared testimony. They will respond to questions from the members of the subcommittee.

STATEMENT OF CHARLES AND BECKY, WISCONSIN, AND JEFF AND JONATHAN, WASHINGTON, D.C.

Mr. **Corrada**. I would like to ask Charles here to please tell us in what manner or form do you believe that being in this restitution program has helped you in becoming an individual who can better cope with the society and the group where you live?

Charles. Well, OK. After I had committed the offense I had heard people talking. They didn't want their kids to be around me because, you know, in fear that I would get them in trouble. It gave me a chance to show that if given a chance I could be just like anyone else.

I am not one that was out looking for trouble. I just happened to run upon it at that time. It showed to myself that I could be anything that I wanted to be. It depended on what I wanted to make of myself. So really, it proved to the people around me that I could make it in the world today, not as an inmate in a prison, you know, but going to work every day, bringing home a paycheck.

Mr. **Corrada**. In what sense do you believe that a restitution program such as this one should be encouraged in terms of how other youngsters that may find themselves in the situation you found yourself, may use the program itself as a way to become better members of society?

Charles. Well, like with the job you get, you can obtain skills, say, like if you liked it, you could further yourself in that particular thing. It gave me a chance to meet different people and talk with them, to see their ideas and viewpoints and really, I don't know. You have to ask others.

Mr. **Corrada**. Becky, how would you answer that question?

Becky. Could you repeat it?

Mr. **Corrada**. In what sense do you believe that having participated in the restitution program would help you and other youngsters similarly situated in being able to recuperate from the situation in which you found yourself?

Becky. OK. I am not sure if I understand the question real good, but for myself I got a good recommendation from that job. And I use it for everyone. They have called that job site every time and they said that they gave me an excellent recommendation.

OK, being 15 when I committed a crime, there is no way I would have been able to pay off the debt that I had to pay. Who is going to hire a 15-year-old, especially one who is, you know, in trouble? OK. So it helped me get the job. It showed me that I can do it. It gave me some skills to help out in future jobs. It was really the first job besides babysitting I had had, and it showed me what job supervisors are like, what interviews are like. It wasn't a real formal interview.

There is no way I would have been able to pay back the money that I owed without getting this job. And really being on social security there is no way that my mother would have been able to pay for it either.

Mr. **Corrada**. What kind of job did you get?

Becky. I worked at the YWCA. It was only cleaning and painting. I also had to put in 50 hours of volunteer work. I did secretarial work at the Boys Club in Green Bay.

Mr. **Corrada**. Jeff, how would you say that this program helped you?

Jeff. Well, as long as I can remember I have been getting in trouble with the juvenile courts, you know. The juvenile restitution program opened up a lot of things for me. You can get in the program and learn a skill and learn how to turn your life around from what you have been doing to being a better person. You have got to put it in your mind that you want to be better.

The program offers you different opportunities and different skills, you know. It has helped me a lot.

Mr. **Corrada**. How old are you now?

Jeff. I am 18 going on 19.

Mr. **Corrada**. How old were you when you participated or started your participation in the restitution program?

Jeff. I was 17.

Mr. **Corrada**. They worked out the program for you. What is it that you did in the program?

Jeff. Well, I had a choice, you know. I had a choice to be in this program. I wasn't sure I could make it in the program. That is up to the judge. They gave me a choice. I could go in the program, pay back $600 restitution and do 175 hours community service or either do 4 years, you know, whatever the jail term would have been.

Mr. **Corrada**. Why did you choose this program?

Jeff. Because it showed me—I saw something that was going to help me better my life. I got tired of being in trouble all my life, so I decided to try to better myself and this was just an opportunity to help me better myself, you know, start my life over and do better things.

Mr. **Corrada**. What did you do to repay the $600?

Jeff. I worked at the Columbia Heights Youth Club in a program and went around fixing up parks, putting in benches, and fixing things like that. The paychecks from there helped me pay back the restitution.

Mr. **Corrada**. In what sense do you think this helped you?

Jeff. It helped me to rehabilitate myself in a way. Ever since I have been in this program, the people in the program have been helping me find jobs and just do things I have never had time to do before because I was on the street getting in trouble all the time.

Mr. **Corrada**. Without the program do you think you would have been able to repay that $600?

Jeff. No, sir.

Mr. **Corrada**. Jonathan, how has this program helped you?

Jonathan. The program has helped me because in about 1978 I had dropped out of school, started getting in trouble.

Then once I went to court, the judge told me I had an opportunity to get in the juvenile restitution program or be committed to jail. I had benefit to look at the program to see how the ideas and how they were going about things. So I decided to go into the juvenile center. Then I started realizing that I can't be out on the street at certain hours of the night doing crime when I know I have to pay for them. I started to look at my life as a better perspective, so then once I had got in the program, I started working in a warehouse for the city that helped evict the people, pick up their furniture and store it for them if they can't afford to pay a moving company or something like that.

So then I did my community service and then after my community service were over they hired me to work with them.

So I feel that the juvenile restitution center helps a whole lot of people if they want to help themselves.

Mr. **Corrada**. Thank you, Jonathan.

I will yield now to Congressman Williams.

Mr. **Williams**. Thank you, Mr. Chairman.

Jeff, what do your friends think of this program?

Jeff. Well, you know, my friends they like the program if they could get into it, you know, the ones that are incarcerated now.

Mr. **Williams**. What do they say about it?

Jeff. Well, it gives you a chance, you know, to start all over, turn your life around.

Mr. **Williams**. Jeff, how many of your friends have said to you, "I like this program because it gives you a chance to start all over and turn my life around." You tell us the way they tell you.

Let me lead you a little bit more. Do they say, "Boy. that is a free ride. I wish I could get into that instead of going to jail." What do they think of this program?

Jeff. Well, naturally they like it instead of going to jail because don't too many people want to be locked up, you know. They would rather be in this program than go to jail because they say, like you say, it is a free ride for them doing something and not having to pay for it, but in the sense they are paying for it anyway because they have to pay back to the victim, you know, and do community service.

Mr. **Williams**. Now that you have gone through the program, and apparently you are a supporter of the program, you think it was a pretty good idea. Maybe it was a pretty good idea, because you did not have to be staring out of bars or maybe you think it was pretty good idea because you did get something really paid back in a real way with money to whomever, or whatever you had harmed with whatever you did.

Now you know maybe that part of it means something to you, too. Have you talked about that part of this program with your friends, the part other than the free ride?

Jeff. Paying the people, you talking about the——

Mr. **Williams**. The good that you did about paying them back, have you and your friends discussed that part?

Jeff. No, sir.

Mr. **Williams**. You have talked about the free ride some, though.

Jeff. I felt that it was nice for them to let me stay on the street and find me a job so I could pay these people back, you know. It was nice of the people to offer to let me pay them back instead of getting me locked up for what I had done. I don't talk about it too much.

Mr. **Williams**. I appreciate your being honest with me and with the committee on that, Jeff.

Jonathan, do you have any friends who have been in trouble, fairly serious trouble with the law?

Jonathan. Yes.

Mr. **Williams**. Do you have any of those friends that you think ought to be in jail instead of in this restitution program? You know if you were the judge knowing what you know about some of your friends, would you say if you were the judge and you knew the accused "No, this restitution program is not going to work for this cat. He has got to go to jail," or could most or all of your friends that might commit a crime benefit from this program?

Jonathan. Well, I think all of them would benefit from this program, because one, it would put them in the right direction and for another, you know, they realize what is really going on around them and out there in reality. So, you know, it would make them respect their self and others, put them in a perspective which they will understand what the court system is about and how the juvenile restitution is helping them.

Mr. **Wiliams**. Charles, where do you live?

Charles. Beloit, Wis.

Mr. **Wiliams**. What street do you live on?

Charles. Copeland.

Mr. **Williams**. When you look out the window—do you live in an apartment or house?

Charles. House.

Mr. **Williams**. When you look out the window of your house what do you see, the view out of your window?

Charles. Another house.

Mr. **Williams**. Are all the houses close on your street?

Charles. Yes.

Mr. **Williams**. Are any of the friends that live in that house or the house next to it or the house on the other side, in trouble?

Charles. No.

Mr. **Williams**. Are you the only one in your neighborhood that has been in trouble?

Charles. As far as I know.

Mr. **Williams**. Your friends you go to school with, Charles, have been in trouble?

Charles. I am sure some of them have.

Mr. **Williams**. I mean people you pal around with that you know have been in trouble and you talked to them about being in trouble?

Charles. A few.

Mr. **Williams**. What do they think about this program?

Charles. I have never discussed it with anyone.

Mr. **Williams**. Your friends know you have been in trouble?

Charles. Yes.

Mr. **Williams**. They have not asked you about this program?

Charles. No.

Mr. **Williams**. Becky, you mentioned that you seem to support the program on the basis that it allowed you to get a job when it is difficult for a person your age to find work and moreover, you apparently did a pretty good job where you were employed because those people have been able to recommend you to others. You said it gave you some job skills and you saw what an interview was all about. A couple of you mentioned that.

You know there are many programs in this country that help you get a job and you can get interview skills. But this one is a little different. This one says we are going to give you a job instead of having you go to jail.

So set aside for me all of those other things that you said about why you liked this program. That is you got a job and it gave you skills, because we have got other programs to do those things. Set that aside and tell me what else it is about the restitution program that you think is worthwhile. Anything else?

Becky. I have to think about it.

Mr. **Williams**. While you are thinking about that, let me ask you a question and maybe it will help you.

The alternative perhaps in your case, the alternative might have been to go to jail.

Becky. Right.

Mr. **Williams**. What about this program compared with going to jail? Do you like it for that reason?

Becky. Oh, sure. Of course. Who wouldn't? But even if I wasn't going to jail I would still do it anyway. I most definitely would. Even right now if I could, I would do it.

Mr. **Williams**. Now, if any of you wants to answer this question just put up your hand.

I think everybody, all four of you, agree that there is one reason this program is good and that is because it keeps you out of jail. Right? Now, society has an idea that—at least many, many people in society have an idea—that if jail is tough enough and if the times are hard enough when you are in jail, by gosh, when you get out you won't commit a crime anymore.

Becky. They are doing it by threatening——

Mr. **Williams**. They are what?

Becky. When you go through the restitution project, you learn something, but when the other alternative is being locked up, what are you going to learn? You are just going to be threatened to be good.

Mr. **Williams**. That won't stop you from committing another crime?

Becky. I am not saying that it won't, but you are being threatened. You are not learning a thing. In the restitution program at least you are learning stuff through it.

Mr. **Williams** Charles?

Charles. I don't know how true it is, but I have often heard that, say, you go to prison for robbery or burglary, once you get there, you would most likely learn how to do it and get away with it the next time. I mean that is what has been told to me by some people that have went to prison. That it is more or less a school for learning how to do a crime and get away with it.

Mr. **Williams**. If the situation presented itself again, as it probably has with some of you, presented itself again, and you thought it is a situation where you might commit another crime, maybe you are with some friends and we all know they are involved and so you say, oh, well, was this restitution program that you have been through or going through, was it difficult enough on you or good enough for you or something that you would say, no, no, I am not going to commit that crime and the reason you would think in your head I am not going to commit it is because you had been in this restitution program? Because I got a feeling if you had been in jail and you came up against the possibility of this new crime, you would say no, I am not going back to jail.

Jeff. I have been incarcerated a couple of times, you know. For some people it takes, you know—they need to be locked up at least once to see how it is, you know, for some people. But for some people the restitution program is a very good idea. It stopped them from going so far, going as far as I did, but I think it would help a lot of people. For some people, they ought to try it and see how it is.

Like you say, once they get down there, they have such a bad time they don't want to come back when they get out. The restitution program is a nice program.

Mr. **Williams.** Charles.

Charles. But if you go once, what would make you go back again? He said he had went a couple of times. He went there one time, but he also went again.

Mr. **Williams.** Jeff, Charles said you went once and you went back again. It apparently was not so tough it kept you out.

Jeff. Well, it takes some people longer than others to really find out what is happening or what is going to happen. It just took me a little longer than other, you know, to find out how I was messing up my life and to straighten up.

Mr. **Williams.** Maybe in your schools they use this system of grading, A, B, C, D, and F. You all know about that system, don't you? A is tops and F is failure. OK.

I want you, starting with Charles and going down the line to grade this program for me and I want you to grade it on just one part and that is whether you think it will make you think a long time before you commit another crime. A means this program was so good and I learned so much and I found out so much about what I did to hurt people on it, or it was so hard to get the money back, I am never going to commit a crime again. That would be A.

F would be, no, it was just a free ride and I would do it again. If the time came up and I got helpless, I would do it again.

Write it for me from A to F.

Charles. A.

Mr. **Williams.** Becky.

Becky. I would give it a B.

Mr. **Williams.** Jeff.

Jeff. I would give it a B.

Mr. **Williams.** Jonathan.

Jonathan. A.

Mr. **Williams.** Thank you, Mr. Chairman.

Mr. **Corrada.** Thank you.

Before going to the staff on the minority side, let me say this. Of course, when people commit a crime we have devised a system called the criminal justice system to make those who have committed a crime pay for that crime. That is essentially the concept of restitution. If someone broke the law, then that person has to pay back to society. There must be restitution to society in general, restitution to the victim of that crime as a member of society.

We for a number of years and centuries have thought that perhaps the only way or the best way that we are going to provide restitution is by placing that person in jail. Jailing people is only a way to provide for restitution for paying back society.

And, of course, a second objective in this criminal concept of making people pay for their crimes is rehabilitation. See how this person is subjected to a process that will result in making that person a better individual who will be able then to go back to society and participate fully in society without getting involved in problems.

There are some who would say that anybody who committed a crime ought to go to jail and that is it.

There are others who believe that there are different options to be considered, that jail or incarceration is one option. Probation is another option. Sending a person to a foster home or any other kind of facility is another option and that there is an option called restitution in this narrow sense which means allowing the person who committed the crime to do something more directly in restituting to society or paying back to society for that crime which is by paying, by making some kind of monetary compensation back to the victim who was involved.

Obviously, if you are a poor person or a person with limited resources, there is no way you can pay back to the victim what you owe them. If you don't have any money to begin with if you don't have a job, if you don't have the opportunity of paying back or making this restitution.

Now, in this context, let me ask you, the four of you, do you believe you would have been able to pay back any money or compensation to the victims in your cases had you not been afforded the opportunity of this program?

Jonathan. No.

Jeff. No, sir.

Becky. No way.

Charles. No.

Mr. **Corrada.** Now let me ask you a second question. The fact that you were allowed to compensate, to pay back to the victims, did this mean anything to you in terms of something that you wanted to do because it made you feel better, did it mean anything in terms of your own personal dignity, or not, having that opportunity to pay back to the victim?

Jonathan. I felt better after I did it because then I felt like I had done my service for what I done did and it was to be repaid.

So, you know, I felt a whole lot better, especially when I had got on the program because it really helped to learn and let others, you know, show you the way that you might never thought you could see until you reaize there is a way to go and there is a way not to go.

Mr. **Corrada.** How about you, Jeff?

Jeff. I felt better after I paid the people back, you know. I felt that I didn't owe no one. I had paid back for what I had done to them. I paid them back. I felt that I no longer owed them anything. So it was a clean break. I paid them back and I helped the community.

Mr. **Corrada.** Becky?

Becky. After completing it you feel good about doing it, but before, definitely having to dominates, definitely.

Mr. **Corrada**. Charles?

Charles. I would have to go along with Jeff. I paid some back, so I paid my debt, but you know that doesn't mean that they owe me something, you know. I done what I was supposed to do and what was expected of me.

Mr. **Corrada**. Let me ask you. I understand that you were provided with a job, but then from the moneys that you earned by doing that job you paid the victims out of your accounts. Is that correct?

Becky. Yes.

Jeff. Yes.

Charles. Yes.

Jonathan. Yes.

Mr. **Corrada**. You took money that was paid to you from the work you did and gave that money to the victim? Is that correct?

Jeff. Yes.

Becky. The check went directly to the victim. I didn't see any of it at all. I didn't get to give it to the victim myself.

Mr. **Corrada**. But you agreed to that arrangement.

Becky. You have to. That is it.

Mr. **Corrada**. What difference does it make for you to have the opportunity of having a job and taking money from what you received as compensation and paying the victims rather than putting the money in your pocket as you would have if instead of being in this program you had been on probation and gotten a job?

Did it mean anything to you, the fact that there was this provision in your program that you could do that, rather than getting a job, let's say, being on probation and getting a job and not having to pay back?

Jeff. Well, my choice was—this program was the only thing that was helpful to me at the time because other than the program I had incarceration looking at me. That is what I knew. If I wouldn't have decided to get in the program, I would have been incarcerated for a certain amount of years.

Mr. **Corrada**. Do you have now a better idea what it cost to make $600 than you had when you did whatever you did to your victim, that that person lost $600?

Jeff. The victim who I—they lost much more than $600. That is just what a juvenile at that time would pay back, the highest in a restitution program that a juvenile could return. They settled for that $600.

So every time I got paid I took a certain amount out of my check, got a money order and sent it to the victim, gave it to them and they sent it to the victim.

Mr. **Corrada**. I will yield now to the counsel for the minority.

Mr. **Dean**. Jeff, if I could follow up on Mr. Corrada's question. After you had deducted the amount to pay to the victim, how much money did you have left from your paycheck?

Jeff. I had a choice. I could have only—all I was told to give them was 20 percent of each check, but I took it upon myself to give them 50 percent of the check so I could pay them off sooner, you know, and keep the job and just have the rest for myself, you know.

Mr. **Dean**. Did you find that after you had begun this job you had more money in your pocket than you had before you had a job? Were you making more on the street than you were on this job? Or was it about the same?

Jeff. I felt better working for a living than taking it, you know.

Mr. **Dean**. Before you got into trouble, were you in school?

Jeff. Yes, I was in school.

Mr. **Dean**. In school, were you in a vocational education program?

Jeff. No. I was pretty smart when I was in school.

Mr. **Dean**. But in school were you getting any training that was kind of oriented toward helping you get a job?

Jeff. No, sir.

Mr. **Dean**. Since you have been in the project have they referred you to any sort of training to help you get a better job than you were already qualified for?

Jeff. Yes, sir. Since I have been in this program I have picked up two or three skills.

Mr. **Dean**. What are those skills?

Jeff. I can brick lay. I can paint, or I can lay cement, whichever I want.

Mr. **Dean**. Are you working now? Do you have a job?

Jeff. Not at the moment, no.

Mr. **Dean**. The last job that you had, did your employer know that you had been in this project?

Jeff. Yes, sir, he did.

Mr. **Dean**. Jonathan, did you pay money back to the victim?

Jonathan. I did community service. I did about 40 community service hours over what I was supposed to do. And I paid a little each way.

Mr. **Dean**. Did they pay you for that time in community service? And did they give you money for it?

Jonathan. Who?

Mr. **Dean**. When you were working in community service, did you just put in the time or did you actually get paid for working in the community?

Jonathan. Put in the time. Then I got placed on the community service job. Then after I did my community service, then they hired me. Then that is when I took a little.

Mr. **Dean**. But they hired you because they had seen your work and they liked it?

Jonathan. Yes.

Mr. **Dean**. So your being hired was unrelated to this program? It wasn't part of this program?

Jonathan. The program helped me get it, you know. You could say it is related.

Mr. **Dean**. Have you received any kind of training from participation in the restitution project other than that that you picked up working the community service? Did they, for instance, have somebody teach you how to lay bricks or anything of that nature?

Jonathan. No.

Mr. **Dean**. That is all. Thank you.

Mr. **Corrada**. Do you have any further questions?

Mr. **Williams**. I have another question.

Are any of you now in the restitution program currently?

CHARLES. No.

BECKY. No.

JEFF. No.

JONATHAN. No.

Mr. **WILLIAMS.** Are any of you still holding the job that you held in the restitution program?

JEFF. The job they gave me when I got in the restitution program, it only lasted for a year and the year is up. That is why I am unemployed right now.

Mr. **WILLIAMS.** Charles, are you working?

CHARLES. No.

Mr. **WILLIAMS.** Becky?

BECKY. Yes.

Mr. **WILLIAMS.** Jeff, you said you weren't working previously, correct?

JEFF. Right.

Mr. **WILLIAMS.** Jonathan?

JONATHAN. No.

Mr. **WILLIAMS.** How many jobs, Jonathan, have you held since the job you had in the restitution program?

JONATHAN. Since the job? Two.

Mr. **WILLIAMS.** You have worked two different places since then?

JONATHAN. Yes.

Mr. **WILLIAMS.** How about you, Jeff?

JEFF. Ever since I came in the program, that was about 2 years ago, I have only had two jobs.

Mr. **WILLIAMS.** Becky?

BECKY. Two jobs.

Mr. **WILLIAMS.** How long have you had your current job, Becky?

BECKY. Since last July.

Mr. **WILLIAMS.** Charles?

CHARLES. Two jobs.

Mr. **WILLIAMS.** Mr. Chairman, I suggest that we guard against what could be happening here and it is something that happens in other programs of this type that don't have to do with court cases and violations of the law and retribution, but rather that is this revolving door of Government jobs that people seem to continue.

I used to be involved with a training and job placement program and we found that inadvertently once we started people into that job system where the Federal Government, the State government got them a job, they seemed to just revolve through four or five jobs and never able to hold a permanent one.

I would be interested when the administrators of this program send us the additional material, which they are going to do, I would be interested in having some additional thoughts from them with regard to follow-on and placement in permanent or as near permanent as possible jobs for the people coming out of this program.

Mr. **CORRADA.** I share in the concerns of Mr. Williams.

I think it would be desirable if in submitting further information to the subcommittee, you would furnish information as to what efforts, if any, in terms of coordination have been done or might be done in the future with other agencies in terms of obtaining jobs in the private sector for youngsters who have held jobs in this program and might need a job when they finish their restitution program.

I will ask the four of you to comment on this.

Let us assume that all of a sudden the opportunity, the chance or option, of paying for whatever a youngster may do through a restitution program like the one you went through was ended, that this was no longer an option. That youngsters, not you, because you have gone through the program successfully, you are out of the program now, but that other youngsters who live in your neighborhood or who may have the same experiences that you have had, had a problem and they were denied the opportunity of going through a restitution program, and only the other alternatives, incarceration or probation and so on are left.

I would like your comments individually on whether you believe that stopping a program of this nature or not allowing that opportunity. In what sense do you believe that would make other youngsters better or limit the opportunities to them in improving in their own conduct.

Jonathan?

Jonathan. I feel that you catch them while they are young, you can avoid, you know, them going through anything like this, especially at the age of 11, 12, you know, that is when crime usually most starts with younger kids. I feel that juvenile restitution program can benefit to them which some other programs like they couldn't even get in. It is certain programs in the community that really look out toward each other and want to help each other. It is an environment that has been growing constantly. I feel the juvenile restitution program should have more help, should be involved with more community actions, which already they is, but I feel that it should be more of all this.

So it would cut down burglaries and crime rate in your community more and more.

Mr. **Corrada.** Jeff?

Jeff. Well, I feel that this program shouldn't be cut out because it gives hope to lots of juveniles who feel that all they can do is resort to a life of crime because they have nothing else to resort to, no skills, no nothing. All they know how to do is get out and take or rob or whatever they do, you know. Cutting out this program ain't going to help.

Mr. **Corrada.** You said before that you have been twice incarcerated and also that you went through this program. What did you learn from this program that you did not learn from incarceration?

Jeff. I didn't find out about the program until the second time that I was incarcerated. Since I have been in this program, I have learned different skills and how to be trusted. People pin a label on you when you are small. People tell you all you know how to do is steal, that is all you do. In this program you learn how to trust people. You learn how to do different things, make meaningful with your life, turn around, do things that are right.

Going down to jail—that don't rehabilitate you. You have got to rehabilitate yourself. If you don't want to rehabilitate yourself, I don't care how many times they lock you up, you ain't going to be rehabilitated. You are just going to keep coming back. It is not how many times they lock you up. The point is that you have got to make up your mind that you want to change—you want to be rehabilitated. If you make up your mind you want to do that, you can do it with the help of this program. You need a start.

Mr. **Williams**. I think we have found the appropriate words now for the inscription over every prison door. Jeff just gave them to us.

Mr. **Corrada**. Did incarceration give you the opportunity of showing others that they could trust you as much as the restitution program gave you that opportunity?

Jeff. No, sir. Incarceration doesn't do anything for you but make you worse than you are when you come out.

Mr. **Corrada**. You were saying before people put labels on you when you get in trouble. That means they don't trust you because you were involved in a problem.

Jeff. Yes.

Mr. **Corrada**. Going to a restitution program does that allow you to show that you can be trusted?

Jeff. Yes, sir, because they give you freedom. They let you do—they give you a certain amount of things to do and they trust upon you to do them. They can't do them for you. You have to do all this yourself. You have got to make up your mind that you are going to do it.

Mr. **Corrada**. So it would allow others to have their faith restored in you and would allow you to have trust in others.

Jeff. Yes, sir.

Mr. **Corrada**. Becky?

Becky. Jeff said it all.

Mr. **Corrada**. You would agree with what Jeff has said?

Becky. Yes.

Mr. **Corrada**. How about you, Charles?

Charles. He pretty much said it.

Mr. **Corrada**. All right. I want to express again our appreciation for your coming here today and sharing with the members of the subcommittee your experience about this program, and the information about it. We are very appreciative of that, and I personally and I am sure that I am joined by the other members of the subcommittee, would wish you the best of luck in the future life.

Jonathan. Thank you.

Becky. Thank you.

Charles. Thank you.

Jeff. Thank you.

Mr. **Corrada**. The committee will now adjourn.

[Whereupon, at 1:07 p.m., the subcommittee was adjourned.]

[Material submitted for inclusion in the record follows:]

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      CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE    1
                         NON-BLOCK AWARDS FILE, FY 69 - 81                  02/24/81

STATE:  ARKANSAS


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
79DFAX0033       $181,037     02/23/79       03/01/79     04/30/81


FUNDING HISTORY                PROJECT MONITOR                  STATUS
C   79   DF       $181,152     SCHWARTZ, KATHY                  ACTIVE
D   79   DF           $115


GRANTEE NAME AND ADDRESS                      PROJECT DIRECTOR
COMPREHENSIVE JUVENILE SERVICES, INC          KAREN RIGGS
WESTERN ARKANSAS JUV RESTITUTION PGM
2120 WALDRON ROAD - SUITE 106-A
FORT SMITH, AR 72903


TITLE:   JUVENILE RESTITUTION PROGRAM


  REPORT PRODUCED?  N    COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE,
"RESTITUTION BY JUVENILE OFFENDERS: ALTERNATIVE TO INCARCERATION". THIS PROJECT
WILL SUPPORT THE COMPREHENSIVE JUVENILE SERVICES, INC. IN AN EFFORT TO PROVIDE
AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND
ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR.
THIS PROGRAM WILL SERVICE 1,000 ADJUDICATED YOUTH IN A 2 YEAR PERIOD THROUGH
DIRECT MONETARY PAYMENT AND THROUGH SUPPORTED COMMUNITY SERVICE WORK TO TARGET
YOUTH WHO WILL MAKE RESTITUTION TO THE VICTIMS OF CRIME. THE PROJECT WILL BE
IMPLEMENTED IN SIX COUNTIES IN WHICH JUVENILE OFFENDERS WILL BE PLACED AND
TRAINED IN PUBLIC SERVICE EMPLOYMENT. THIS PROGRAM WILL BE ADMINISTERED BY THE
COMPREHENSIVE JUVENILE SERVICES, INC A NON-PROFIT ORGANIZATION DESIGNED TO
SERVE YOUTH IN THE SIX COUNTY WESTERN ARKANSAS REGION.


TOTAL FOR STATE:                           $181,037                  1
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CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS
NON-BLOCK AWARDS FILE, FY 69 - 81

STATE: CALIFORNIA

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
78JSAX0100	$859,181	09/30/78	10/16/78	04/15/81

FUNDING HISTORY			PROJECT MONITOR	STATUS
O 78 JS		$859,181	DODGE, DOUGLAS	ACTIVE

GRANTEE NAME AND ADDRESS
COUNTY OF VENTURA, CALIFORNIA
CORRECTIONS SERVICE AGENCY
VENTURA, CA 93009

PROJECT DIRECTOR
CALVIN REMINGTON

TITLE: JUVENILE RESTITUTION PROJECT

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY

THE GOAL OF THIS PROJECT IS TO INCREASE THE JUVENILE OFFENDER'S SENSE OF RESPONSIBILITY AND ACCOUNTABILITY FOR DELINQUENT BEHAVIOR, AND AT THE SAME TIME, PROVIDE AN AVENUE FOR REASONABLE REDRESS OR SATISFACTION WITH REGARD TO LOSS SUFFERED BY VICTIMS OF JUVENILE OFFENDERS. THIS WILL BE ACCOMPLISHED BY INCREASING THE MEANS BY WHICH RESTITUTION IS PROVIDED BY JUVENILES ADJUDICATED OF DELINQUENT ACTS. FOR THE PURPOSE OF THIS PROJECT, RESTITUTION IS DEFINED AS EITHER MONETARY PAYMENT TO THE VICTIM OR DIRECT SERVICES TO THE COMMUNITY. RESULTS SOUGHT FOR THIS PROJECT INCLUDE GREATER COMMUNITY CONFIDENCE IN THE JUVENILE JUSTICE PROCESS AND INCREASED EFFECTIVENESS OF THE JUVENILE JUSTICE SYSTEM AS IT RELATES TO THE VICTIMS OF JUVENILE CRIMES. OTHER RESULTS EXPECTED FOR THIS PROJECT INCLUDE INCREASED KNOWLEDGE ABOUT THE FEASIBILITY OF RESTITUTION FOR JUVENILES IN TERMS OF IMPACT IN COST EFFECTIVENESS AS WELL AS A REDUCTION OF RECIDIVISM. IT IS ESTIMATED THAT 890 JUVENILE OFFENDERS WILL PARTICIPATE IN THE PROGRAM WITHIN A 24-MONTH PERIOD.

TOTAL FOR STATE:	$859,181	1

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          CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE    3
                           NON-BLOCK AWARDS FILE, FY 69 - 81                  02/24/81
STATE:  CONNECTICUT


GRANT NO.      AWARD AMOUNT    AWARD DATE      BEGIN DATE    END DATE
79EDAX0016         $445,412    03/01/79        03/01/79      02/28/81


FUNDING HISTORY                PROJECT MONITOR                  STATUS
D   79  ED       $445,412      WOLFSON, MARK                    ACTIVE


GRANTEE NAME AND ADDRESS                       PROJECT DIRECTOR
THAMES VALLEY COUNCIL FOR COMM ACTION          JOE COMO
ONE SYLVANDALE ROAD
JEWETT CITY, CT 06351


TITLE:    PROJECT DETOUR - RESTITUTION


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE GENERAL OBJECTIVES OF THIS PROGRAM ARE TO: REDUCE THE INCARCERATION RATE OF
JUVENILES AGES 14-15 BY OPERATING A JUVENILE RESTITUTION PROGRAM. REDUCE THE
RECIDIVISM RATE BY PROVIDING A VARIETY OF EDUCATIONAL, VOCATIONAL, SOCIAL,
FOLLOW-UP AND SUPPORTIVE SERVICES TO ALL ENROLLEES. ENHANCE THE PUBLIC'S SENSE
OF JUSTICE AND AWARENESS OF THE JUVENILE JUSTICE SYSTEM. THE PROJECT WILL HAVE
TWO BASE CENTER LOCATIONS. ONE SITE WILL BE IN GROTON FROM WHICH PROGRAM
SERVICES WILL BE PROVIDED TO JUVENILE OFFENDERS WHO RESIDE IN THE FOUR TOWN
AREA OF GROTON, NEW LONDON, WATERFORD AND LEDYARD. THE OTHER CENTER WILL BE IN
NORWICH AND WILL SERVICE THE TOWNS OF NORWICH, MONTVILLE, SPRAGUE AND PRESTON.
EACH CENTER WILL BE CAPABLE OF HANDLING 30 CLIENTS. IT IS PROJECTED THAT FOR A
ONE YEAR PERIOD OF OPERATION 168 YOUTH WILL PARTICIPATE.


TOTAL FOR STATE:                        $445,412                      1
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STATE: DELAWARE

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
78EDAX0160	$832,596	09/30/78	10/01/78	04/31/81

FUNDING HISTORY				PROJECT MONITOR	STATUS
D	78	ED	$832,596	SMITH, FRANK O.	ACTIVE

GRANTEE NAME AND ADDRESS	PROJECT DIRECTOR
FAMILY COURT OF DELAWARE PO BOX 2359 WILMINGTON, DE 19899	EMMETT M PARTIN

TITLE: RESTITUTION BY JUVENILE OFFENDERS PROJECT

REPORT PRODUCED? N COST CENTER: CJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROJECT IS FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE, RESTITUTION BY JUVENILE OFFENDERS: AN ALTERNATIVE TO INCARCERATION. THIS PROJECT WILL SUPPORT THE FAMILY COURT OF DELAWARE IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THIS PROGRAM WILL SERVE 2,448 ADJUDICATED YOUTH IN A TWO YEAR PERIOD THROUGH PROVIDING RESTITUTION THROUGH COMMUNITY SERVICE, TO THE VICTIMS AND COURT ORDER PAYMENTS TO THE VICTIMS SUBSIDIZED FORM GRANT FUNDS. THIS PROGRAM WILL BE ADMINISTERED BY THE FAMILY COURT OF DELAWARE.

TOTAL FOR STATE:	$832,596	1

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      CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE    5
                     NON-BLOCK AWARDS FILE, FY 69 - 81                   02/24/81

STATE:  DISTRICT OF COLUMBIA


GRANT NO.      AWARD AMOUNT    AWARD DATE      BEGIN DATE   END DATE
78JSAX0098       $613,660      09/30/78        10/01/78     04/30/81


FUNDING HISTORY                PROJECT MONITOR                  STATUS
0   78  JS       $613,660      SMITH, FRANK O.                  ACTIVE


GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
DIST OF COLUMBIA SUPERIOR COURT                 ALAN M SCHUMAN
DIVISION OF SOCIAL SERVICES
613 G STREET, NORTHWEST
WASHINGTON, DC 20001


TITLE:    JUVENILE RESTITUTION:ALTERNATIVE TO INCARCERATION,PROBATN


  REPORT PRODUCED?  N    COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE,
"RESTITUTION BY JUVENILE OFFENDERS; ALTERNATIVE TO INCARCERATION". THIS PROJECT
WILL SUPPORT THE DISTRICT OF COLUMBIA SUPRIOR COURT IN AN EFFORT TO PROVIDE AN
ALTERNATIVE TO INCARCERATION AND PROBATION AND TO INCREASE THE SENSE OF
RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR
DELINQUENT BEHAVIOR. THIS PROGRAM WILL SERVE 360 ADJUDICATED YOUTHS IN A TWO
YEAR PERIOD. PARTICIPANTS IN THE PROGRAM MAY BE ORDERED TO PROVIDE DIRECT MONEY
PAYMENTS TO THE VICTIMS FROM EMPLOYMENT SUBSIDIZED FROM GRANT FUNDS, A
PRESCRIBED COMMUNITY SERVICE FOR A DEFINED PERIOD OF TIME, OR DIRECT SERVICES
TO THE VICTIMS. THIS PROGRAM WILL BE ADMINISTERED BY THE DIVISION OF SOCIAL
SERVICES UNDER THE AUSPICES OF THE DISTRICT OF COLUMBIA SUPERIOR COURT.


TOTAL FOR STATE:                    $613,660                   1
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      CATEGORICAL AWARDS FOR CJJDP RELATING TO RESTITUTION PROGRAMS     PAGE    6
                    NON-BLOCK AWARDS FILE, FY 69 - 81                      02/24/81

STATE:  FLORIDA


GRANT NO.       AWARD AMOUNT    AWARD DATE      BEGIN DATE    END DATE
79EDAX0010        $348,751      12/28/78        01/01/79      12/31/81


FUNDING HISTORY                 PROJECT MONITOR                   STATUS
0   79  ED        $348,751      SMITH, FRANK O.                   ACTIVE


GRANTEE NAME AND ADDRESS                          PROJECT DIRECTOR
BROWARD COUNTY BOARD OF SUPERVISORS               BARRY WITHERS
201 SOUTHEAST SIXTH STREET
FORT LAUDEDALE, FL 33301


TITLE:   BROWARD COUNTY JUVENILE RESTITUTION PROJECT


  REPORT PRODUCED?  N    COST CENTER:  CJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE
RESTITUTION BY JUVENILE OFFENDERS: ALTERNATIVE TO INCARCERATION". THIS PROJECT
WILL SUPPORT THE BROWARD COUNTY JUVENILE COURT IN AN EFFORT TO PROVIDE AN
ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND
ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR.
THIS PROGRAM WILL SERVE 600 ADJUDICATED YOUTH IN A 2 YEAR PERIOD THROUGH DIRECT
MONETARY PAYMENT THROUGH SUPPORTED COMMUNITY SERVICE WORK TO TARGET YOUTH WHO
WILL MAKE RESTITUTION TO THE VICTIMS OF CRIME. THE PROJECT WILL BE IMPLEMENTED
BY A COUNTY-WIDE RESTITUTION PROCESS IN WHICH JUVENILE OFFENDERS WILL BE PLACED
AND TRAINED IN PUBLIC SERVICE EMPLOYMENT. THIS PROGRAM WILL BE ADMINISTERED BY
THE BROWARD COUNTY HUMAN SERVICES DEPARTMENT.


TOTAL FOR STATE:                     $348,751                 1
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CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS
NON-BLOCK AWARDS FILE, FY 69 - 81

STATE: GEORGIA

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
79JSAX0011	$216,335	02/26/79	03/01/79	02/28/81

FUNDING HISTORY				PROJECT MONITOR	STATUS
0	79	JS	$216,335	SMITH, FRANK O.	ACTIVE

GRANTEE NAME AND ADDRESS
CLAYTON COUNTY JUVENILE COURT
CLAYTON COUNTY COURTHOUSE
JONESBORO, GA 30236

PROJECT DIRECTOR
TO BE NAMED

TITLE: CLAYTON COUNTY: JUVENILE JUSTICE RESTITUTION PROGRAM

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE, "RESTITUTION BY JUVENILE OFFENDERS: ALTERNATIVE TO INCARCERATION". THIS PROJECT WILL SUPPORT THE CLAYTON COUNTY JUVENILE COURT IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THIS PROGRAM WILL SERVICE 400 ADJUDICATED YOUTH IN A TWO YEAR PERIOD THROUGH DIRECT MONETARY PAYMENT THROUGH SUPPORTED COMMUNITY SERVICE WORK TO TARGET YOUTH WHO WILL MAKE RESTITUTION TO THE VICTIMS OF CRIME. THE PROJECT WILL BE IMPLEMENTED BY A COUNTY-WIDE RESTITUTION PROCESS IN WHICH JUVENILE OFFENDERS WILL BE PLACED AND TRAINED IN PUBLIC SERVICE EMPLOYMENT. THIS PROGRAM WILL BE ADMINISTERED BY THE CLAYTON COUNTY JUVENILE COURT.

TOTAL FOR STATE:	$216,335	1

STATE: IDAHO

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
79JSAX0012	$264,848	02/26/79	03/01/79	02/28/81

FUNDING HISTORY		PROJECT MONITOR	STATUS
0 79 JS	$264,848	DODGE, DOUGLAS	ACTIVE

GRANTEE NAME AND ADDRESS
IDAHO FOURTH JUDICIAL DISTRICT
ADA COUNTY DISTRICT COURT
BOISE, ID 83702

PROJECT DIRECTOR
WARREN H GILMORE

TITLE: JUVENILE WORK RESTITUTION IN THE FOURTH JUDICIAL DISTRICT

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE, "RESTITUTION BY JUVENILE OFFENDERS: AN ALTERNATIVE TO INCARCERATION". THE PROJECT WILL SUPPORT IDAHO'S FOURTH JUDICIAL DISTRICT IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THIS PROGRAM WILL SERVE 1,200 YOUTHFUL OFFENDERS DURING THE 24 MONTHS OF THIS GRANT THROUGH PROVIDING DISTRICT-WIDE COURTORDERED RESTITUTION. YOUTHS MAY BE ORDERED TO PAY THE COST OF DESTRUCTION, PROVIDE DIRECT SERVICE TO THE VICTIM OR PERFORM A CERTAIN NUMBER OF HOURS OF COMMUNITY SERVICE. THE FOURTH JUDICIAL DISTRICT CONSISTS OF ADA, VALLEY, ELMORE AND BOISE COUNTIES. THE CENTRAL OFFICE WILL BE LOCATED IN THE ADA COUNTY COURT HOUSE, AND FROM THIS OFFICE ALL ASPECTS IN THE DEVELOPMENT AND ADMINISTRATION WILL BE COORDINATED.

TOTAL FOR STATE: $264,848 1

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      CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE    9
                   NON-BLOCK AWARDS FILE, FY 69 - 81                      02/24/81

STATE:  ILLINOIS


GRANT NO.       AWARD AMOUNT    AWARD DATE       BEGIN DATE    END DATE
79EDAX0014        $923,316      02/09/79         03/01/79      02/28/81


FUNDING HISTORY                 PROJECT MONITOR                STATUS
C   79  ED      $923,316        WOLFSON, MARK                  ACTIVE


GRANTEE NAME AND ADDRESS                       PROJECT DIRECTOR
CHICAGO DEPARTMENT OF HUMAN SERVICES           GLORIA TORRES
640 NORTH LA SALLE
CHICAGO, IL 60610


TITLE:   RESTITUTION PROGRAM FOR JUVENILE OFFENDERS


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THIS RESTITUTION PROJECT FOR JUVENILE OFFENDERS WILL BE ADMINISTERED BY THE
CITY OF CHICAGO, DEPARTMENT OF HUMAN SERVICES. THE PRINCIPLE GOAL OF THIS
PROJECT IS TO PROVIDE AN ALTERNATIVE TO INCARCERATION FOR 200 YOUTH EACH YEAR
BY PLACING THEM ON RESTITUTION. THROUGH THE USE OF OJJDP FUNDS AND CETA FUNDS
YOUTH WILL BE PLACED IN SUPPORTED EMPLOYMENT. THEY WILL THEN BE REQUIRED TO
REIMBURSE THE VICTIMS OF THEIR CRIMES FOR THE REASONABLE VALVE OF THE LOSS
SUFFERED. WHERE THERE IS NO OUT OF POCKET LOSS OR PROPERTY HAS BEEN RETURNED
THE ADJUDICATED DELINQUENT OFFENDER WILL BE REQUIRED TO PERFORM A COMMUNITY
SERVICE.


TOTAL FOR STATE:                  $923,316                  1
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      CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   10
                   NON-BLOCK AWARDS FILE, FY 69 - 81                     02/24/81

STATE:  KENTUCKY


GRANT NO.       AWARD AMOUNT    AWARD DATE      BEGIN DATE   END DATE
78EDAX0119        $411,655      09/26/78        11/01/78     10/30/81


FUNDING HISTORY                 PROJECT MONITOR                    STATUS
0   78  EG       $411,655       SMITH, FRANK D.                    ACTIVE


GRANTEE NAME AND ADDRESS                     PROJECT DIRECTOR
JEFFERSON COUNTY FISCAL COURT                SANDY WILSON
DEPARTMENT OF HUMAN SERVICES
835 WEST JEFFERSON STREET
LOUISVILLE, KY 40202


TITLE:   JEFFERSON COUNTY RESTITUTION PROJECT


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE PURPOSE OF THE PROJECT IS TO COMPENSATE VICTIMS OF JUVENILE CRIME BY
REQUIRING CASH PAYMENT OR VOLUNTEER WORK BY THE OFFENDER IN LIEU OF
INCARCERATION. THE PROJECT EXPECTS THAT 750 YOUTHS PER YEAR WILL PARTICIPATE IN
THE PROJECT AND THE PROGRAM IS AVAILABLE TO POST-ADJUDICATED YOUTH BETWEEN AGES
14-18 CHARGED WITH PROPERTY OFFENSES. EMPLOYMENT/SERVICE OPPORTUNITIES WILL BE
AVAILABLE THROUGH CETA, THE COMMUNITY ACTION AGENCY, METROPOLITAN PARKS AND
RECREATION, JEFFERSON COUNTY WORKS DEPARTMENT AND METRO UNITED WAY VOLUNTARY
ACTION CENTER.


TOTAL FOR STATE:                         $411,655                 1
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STATE: LOUISIANA

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
78EDAX0159	$499,147	09/30/78	12/01/78	09/15/81

FUNDING HISTORY
O 78 ED $510,046
D 78 ED $10,899

PROJECT MONITOR
SCHWARTZ, KATHY

STATUS
ACTIVE

GRANTEE NAME AND ADDRESS
ORLEANS PARISH JUVENILE COURT
916 LAFAYETTE STREET
NEW ORLEANS, LA 70113

PROJECT DIRECTOR
ADEL LOWE

TITLE: ORLEANS PARISH JUVENILE COURT RESTITUTION PROGRAM

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY

THIS PROJECT WILL SUPPORT THE ORLEANS PARISH JUVENILE COURT IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THE MAJOR GOALS FOR THIS GRANT WILL BE: TO PROVIDE A COMPREHENSIVE PROGRAM OF RESTITUTION ALTERNATIVES FOR 280 ADJUDICATED DELINQUENT CHILDREN OVER A 24 MONTH PERIOD; TO DECREASE THE NUMBER OF COMMITMENTS TO THE LOUISIANA STATE DEPARTMENT OF CORRECTIONS BY 15% OVER A 12 MONTH PERIOD; TO PROVIDE FOR THE SOCIAL, VOCATIONAL REHABILITATION TRAINING AND EDUCATION OF ADJUDICATED DELINQUENT CHILDREN THROUGH WORK EXPERIENCE; TO PROVIDE RESTITUTION COMPENSATION TO 140 VICTIMS OF JUVENILE CRIME ANNUALLY IN NEW ORLEANS; AND TO PROVIDE THE PUBLIC WITH INFORMATION ON THE PROGRAM AIMED AT INCREASING PUBLIC AWARENESS OF AND CONFIDENCE IN THE JUVENILE JUSTICE SYSTEMS. THIS GRANT IS MADE UNDER THE SPECIAL EMPHASIS PROGRAM INITIATIVE; RESTITUTION BY JUVENILE OFFENDERS: AN ALTERNATIVE TO INCARCERATION".

TOTAL FOR STATE: $499,147 1

STATE: MAINE

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
78EDAX0168	$299,412	09/30/78	10/01/78	08/31/80

FUNDING HISTORY		PROJECT MONITOR	STATUS
0 78 ED	$299,412	SMITH, FRANK O.	END-DATE PASSED

GRANTEE NAME AND ADDRESS
COUNTY OF CUMBERLAND
193 MIDDLE STREET
PORTLAND, ME 04101

PROJECT DIRECTOR
DONNA GILBEAU

TITLE: RESTITUTION ALTERNATIVE

REPORT PRODUCED? N COST CENTER: CJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
COGNIZANT OF THE NEED FOR ALTERNATIVE COMMUNITY MODELS FOR THE JUVENILE OFFENDER, THE PORTLAND PROGRAM FOR ADOLESCENT RESPONSIBILITY (TO BE KNOWN AS THE CUMBERLAND COUNTY JUVENILE RESTITUTION PROJECT) HAS DEVELOPED A COUNTY WIDE RESTITUTION PROJECT BASED ON THIS RECONCILIATIVE MODEL OF CORRECTIONS. THE PROJECT SERVES TWO CLIENT SYSTEMS IN THAT BOTH OFFENDERS AND VICTIMS ARE CONSIDERED CLIENTS. THE MAJOR GOALS OF THIS PROJECT ARE: INCREASE THE DISPOSITIONAL ALTERNATIVES AVAILABLE TO THE COURT; INCREASE COMMUNITY INVOLVEMENT IN AND CONFIDENCE IN THE JUVENILE JUSTICE SYSTEM; AND INCREASE OFFENDER SENSE OF RESPONSIBILITY BY HOLDING THE YOUTH ACCOUNTABLE FOR HIS/HER BEHAVIOR THROUGH PAYMENT OF RESTITUTION. THE PROJECT WILL ACCOMPLISH THESE GOALS BY ADOPTING A STANCE AS MEDIATORS AND BROKERS FOR BOTH CLIENT SYSTEMS. ROLE OF BROKER MAINTAINS THE UNDERLYING ASSUMPTION THAT BOTH CLIENTS MAY HAVE NEED OF ADDITIONAL RESOURCES SUCH AS SOCIAL SERVICES, LEGAL ASSISTANCE, COUNSELING, ALTERNATE LIVING ARRANGEMENTS, CRIME PREVENTION EDUCATION, JOB DEVELOPMENT. ACTING AS BROKERS, STAFF WILL INTERVENE WITH OTHER SERVICE PROVIDERS TO SEE THAT CLIENTS RECEIVE THE NEEDED AID.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
80MUAX0012	$286,791	09/30/80	09/01/80	08/31/81

FUNDING HISTORY		PROJECT MONITOR	STATUS
0 80 JS	$284,894	WOLFSON, MARK	ACTIVE
0 80 PG	$1,897		

GRANTEE NAME AND ADDRESS
MAINE DISTRICT COURT
THE RESTITUTION ALTERNATIVE

PROJECT DIRECTOR
THEODORE T TROTT, JR

BUTLER STREET
SPRINGVALE, ME 04083

TITLE: THE RESTITUTION ALTERNATIVE

REPORT PRODUCED? N COST CENTER: CJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS GRANT WILL CONTINUE TO PROVIDE SERVICES TO OFFENDERS AND VICTIMS IN YORK, CUMBERLAND AND ANDROSCOGGIN COUNTIES IN THE STATE OF MAINE. THESE SITES WILL SERVE AT A MINIMUM 375 YOUTH THROUGH COMMUNITY SERVICE AND MONETARY RESTITUTION ORDERS. VICTIMS OF YOUTH CRIME WILL BE REIMBURSED FOR THEIR LOSSES SUFFERED AS A RESULT OF THE JUVENILE OFFENDERS CRIME.

TOTAL FOR STATE:	$586,203	2

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STATE:  MARYLAND


GRANT NO.      AWARD AMOUNT    AWARD DATE      BEGIN DATE    END DATE
77JSC30002           $5,000    08/18/77        08/16/77      12/15/77


FUNDING HISTORY                PROJECT MONITOR                  STATUS
0   77  JS        $5,000       DONAHUE, TERRY                   FEDERAL STORAGE


GRANTEE NAME AND ADDRESS                         PROJECT DIRECTOR
MARYLAND SPA                                     JOHN DUCHEZ
EXECUTIVE PLAZA ONE, SUITE 302                       *
COCKEYSVILLE, MD 21030


TITLE:   MARYLAND JUVENILE JUSTICE TRAINING CONFERENCE


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-FORMULA GRANT & TA


PROJECT SUMMARY
THE MARYLAND STATE PLANNING AGENCY (THE GRANTEE) WILL SPONSOR A THREE DAY
TRAINING CONFERENCE FOR PUBLIC AGENCIES SERVING THE JUVENILE JUSTICE SYSTEM.
THE TOPICS FOR THE CONFERENCE WILL INCLUDE BOTH MANAGEMENT AND PROGRAMMING
ISSUES RELATIVE TO EFFECTIVE JUVENILE JUSTICE SERVICES DELIVERY (DIVERSION,
CASE MANAGEMENT, CONTRACTING, AND RESTITUTION). INDIVIDUAL WORKSHOPS WILL BE
CONDUCTED BY A SERIES OF CONSULTANTS, WHICH ARE CONSIDERED TO BE EXPERTS IN
THEIR RESPECTIVE AREAS. APPROXIMATELY 125 PUBLIC AGENCY PERSONNEL (PROSECUTORS,
PUBLIC DEFENDERS, JUVENILE COURT JUDGES, JUVENILE SERVICES ADMINISTRATION) ARE
EXPECTED TO ATTEND THE CONFERENCE.


GRANT NO.      AWARD AMOUNT    AWARD DATE      BEGIN DATE    END DATE
78EDAX0158         $863,196    09/30/78        10/01/78      10/31/81


FUNDING HISTORY                PROJECT MONITOR                  STATUS
0   78  EC    $1,012,357       SMITH, FRANK O.                  ACTIVE
D   78  ED      $149,161


GRANTEE NAME AND ADDRESS                         PROJECT DIRECTOR
PRINCE GEORGE'S COUNTY GOVERNMENT                JOHN WRIGHTSON
4321 HARTWICK ROAD
COLLEGE PARK, MD 20740


TITLE:   COMMUNITY PROJECT FOR RESTITUTION BY JUVENILE OFFENDERS


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS
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PROJECT SUMMARY

THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE, "RESTITUTION BY JUVENILE OFFENDERS: AN ALTERNATIVE TO INCARCERATION." THIS PROJECT WILL SUPPORT THE OFFICE OF THE YOUTH COORDINATOR IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THE PROGRAM WILL SERVE. 600 REFERRED JUVENILE OFFENDERS DURING THE 24 MONTHS OF THIS GRANT. PARTICIPANTS MAY BE ORDERED BY THE COURTS TO PAY THE COST OF RESTITUTION FROM COMMUNITY SERVICE EMPLOYMENT SUBSIDIZED WITH GRANT FUNDS, PROVIDE A DIRECT SERVICE TO THE VICTIM OR THE COMMUNITY. THE PROGRAM WILL BE ADMINISTEREDBY THE OFFICE OF THE YOUTH COORDINATOR UNDER THE AUSPICES OF THE PRINCE GEORGE'S COUNTY GOVERNMENT. TWO SUBCONTRACTORS, THE 4-H CLUB AND THE EARLY LEARNING, INC., WILL PROVIDE LEADERSHIP TRAINING, VOCATIONAL TRAINING AND SUPERVISION OF REFERRED JUVENILES.

TOTAL FOR STATE: $868,196 2

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STATE:  MASSACHUSETTS


GRANT NO.      AWARD AMOUNT    AWARD DATE     BEGIN DATE    END DATE
78DFAX0220        $171,842     09/30/78       10/01/78      11/30/80


FUNDING HISTORY                PROJECT MONITOR                  STATUS
C   78  DF        $171,842     SMITH, FRANK O.                  END-DATE PASSED


GRANTEE NAME AND ADDRESS                         PROJECT DIRECTOR
ASSOCIATION FOR SUPPORT OF HUMAN SRV INC         ALICE BAKER
FORTY-TWO ARNOLD STREET
WESTFIELD, MA 01085


TITLE:    YOUTH RESTITUTION PROGRAM


  REPORT PRODUCED?  N    COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE GOAL OF THE PROJECT IS TO REDUCE THE INCARCERATION OF ADJUDICATED YOUTH BY
USING RESTITUTION AS AN ALTERNATIVE. TARGET YOUTH WILL BE THOSE INVOLVED IN
OFFENSES SUCH AS DAMAGE TO HOMES, CAR VANDALISM, POACHING, MOVING VEHICLE
VIOLATIONS, THEFT, OR OTHER OFFENSES WHICH MIGHT NORMALLY LEAD TO
INCARCERATION. THE PRIME OBJECTIVES ARE TO REDUCE BY HALF THE NUMBER OF YOUTH
INCARCERATED IN 1976 AND DOUBLE THE RATE OF RESTITUTION FROM 46 IN 1976 BY THE
END OF THE FIRST FUNDED YEAR. SINCE JANUARY 1, 1978, THE APPLICANT HAS ASSISTED
IN COMMUNITY SERVICE RESTITUTION BY PLACING 16 YOUTH. THIS IS THE BASIS OF
PROPOSED ACTIVITIES OF THIS PROGRAM. THE CRUCIAL GAP IS IN FORMALIZED LINKAGE
BETWEEN THE COURTS AND A SPECIFIC COMMUNITY-BASED AGENCY WHICH WOULD ALLOW A
SMOOTH FLOW FROM ADJUDICATION THROUGH RESTITUTION. PROBLEMS OF IMPLEMENTATION
WOULD BE SO SLIGHT THAT IT IS EXPECTED THAT THE SYSTEM WOULD BE FREE-STANDING
WITHIN TWO YEARS. THIS PROGRAM WILL PROVIDE FOR THE ASHS TO ACT AS THE
COMMUNITY-BASED AGENCY AND BE THE CONDUIT FOR THE ASSIGNMENT OF ADJUDICATED
YOUTH TO OVER FORTY AGENCIES WITH WHOM THE APPLICANT HAS A WORKING RELATIONSHIP.


GRANT NO.      AWARD AMOUNT    AWARD DATE     BEGIN DATE    END DATE
78EDAX0167        $370,925     09/30/78       10/01/78      04/30/81


FUNDING HISTORY                PROJECT MONITOR                  STATUS
C   78  ED        $370,925     WOLFSON, MARK                    ACTIVE


GRANTEE NAME AND ADDRESS                         PROJECT DIRECTOR
CITY OF LYNN, MASSACHUSETTS                      RICHARD BEDINE
LYNN YOUTH SERVICE BUREAU
ONE MARKET STREET
LYNN, MA 01901
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TITLE: INDIVIDUALIZED RESTITUTION PROGRAM FOR JUVENILE OFFENDERS

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE PROJECT WILL SUPPORT THE LYNN YOUTH RESOURCE BUREAU IN AN EFFORT TO: PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR; PROVIDE SOME REDRESS OF SATISFACTION WITH REGARD TO THE REASONABLE VALUE OF THE DAMAGE OR LOSS SUFFERED BY VICTIMS OF JUVENILE OFFENDERS; CREATE A GREATER COMMUNITY CONFIDENCE IN THE JUVENILE JUSTICE PROCESS; AND ACHIEVE A REDUCTION IN RECIDIVISM OF PARTICIPATING JUVENILES IN LYNN. THE PROGRAM PLANS TO SERVE SEVENTY-FIVE YOUTH IN YEAR ONE AND ONE HUNDRED YOUTH IN YEAR TWO BY PRODUCING INDIVIDUALIZED RESTITUTION PLANS WHICH ARE EQUITABLE TO THE OFFENSES AND PROVIDE COUNSELING OPTIONS AND JOB SKILLS. THE CASES SELECTED FOR RESTITUTION WILL REPRESENT VARIOUS CATEGORIES OF MISDEMEANORS AND/OR FELONY OFFENSES AGAINST PERSONS.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
78EDAX0170	$309,866	09/30/78	10/01/78	09/30/81

FUNDING HISTORY				PROJECT MONITOR	STATUS
D	78	ED	$354,575	WOLFSON, MARK	ACTIVE
D	78	ED	$44,709		

GRANTEE NAME AND ADDRESS
CITY OF NEW BEDFORD
JUVENILE COURT
MUNICIPAL BUILDING
NEW BEDFORD, MA

PROJECT DIRECTOR
DONALD GOMEZ

TITLE: JUVENILE RESTITUTION

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE NEW BEDFORD RESTITUTION PROJECT WILL BE DESIGNED TO PROVIDE THE NEW BEDFORD JUVENILE COURT WITH SIXTY RESTITUTION ALTERNATIVE SLOTS AT ANY ONE TIME. THIS WILL BE ACCOMPLISHED BY THE ESTABLISHMENT OF A MECHANISM WHEREBY THE PARTICIPANTS IN RESTITUTION-TYPE OFFENSES WHICH REACH THE COURT WILL ENGAGE IN A MEDIATION MODEL WHICH WILL IDENTIFY THE NEEDS, ASPIRATIONS, AND GOALS OF INDIVIDUAL RESTITUTION PROGRAMS. BY PROVIDING EFFECTIVE RESTITUTION ALTERNATIVES THE PROJECT WILL: REDUCE THE NUMBER OF JUVENILES COMMITTED TO DYS; REDUCE THE RECIDIVISM OF THOSE YOUTHS INVOLVED IN THE PROGRAM BY PROVIDING A COMPREHENSIVE PROCESS WHICH INCLUDES COUNSELING, JOB READINESS TRAINING, AND ACTUAL JOB PLACEMENTS. ACHIEVE VICTIM SATISFACTION. THE PROJECT IS DESIGNED TO

ENCOURAGE VICTIM PARTICIPATION IN THE PROCESS, INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF YOUTHFUL OFFENDERS, AND ESTABLISH COMMUNITY CONFIDENCE IN THE JUVENILE JUSTICE PROCESS. THE PROJECT WILL CONTAIN A PUBLIC INFORMATION MEDIA COMPONENT WHICH WILL BE DESIGNED TO THE WORKINGS OF THE PROJECT IN AN EFFORT TO INCREASE COMMUNITY CONFIDENCE IN THE JUVENILE JUSTICE PROCESS.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
78JSAX0044	$660,699	07/18/78	07/16/78	03/28/81

FUNDING HISTORY				PROJECT MONITOR	STATUS
O	78	JS	$510,699	WOLFSON, MARK	ACTIVE
S	80	JS	$150,000		

GRANTEE NAME AND ADDRESS
DEPARTMENT OF YOUTH SERVICES
294 WASHINGTON STREET
BOSTON, MA 02114

PROJECT DIRECTOR
EVILYN FRIEDMAN

TITLE: MASSACHUSETTS RAILROAD RESTITUTION PROJECT

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE MASSACHUSETTS RAILROAD RESTITUTION PROJECT WILL BE A JOINTLY FUNDED PROGRAM UNDER THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCYPREVENTION'S UNSOLICITED MODEL PROGRAM CATEGORY OF FUNDS AND THE DEPARTMENT OF LABOR, YOUTH EMPLOYMENT ACT FUNDS. THE MAJOR OBJECTIVE OF THIS PROGRAM IS TO PROVIDE FOR THE SOCIAL AND VOCATIONAL REHABILITATION AND TRAINING OF COMMITTED OR REFERRED JUVENILE OFFENDERS. THIS WILL BE ACCOMPLISHED BY THE IMPLEMENTATIONOF A STATEWIDE MODEL VICTIM RESTITUTION PROCESS IN WHICH JUVENILE OFFENDERS WILL BE PLACED IN SUPPORTED PUBLIC SERVICE EMPLOYMENT, AND TRAINED SO THAT THEY CAN SEEK FUTURE EMPLOYMENT. IN ADDITION, THEY WILL MAKE RESTITUTION TO THEIR VICTIMS. THE PROGRAM WILL BE ADMINISTERED BY THE DEPARTMENT OF YOUTH SERVICES THROUGH ITS SEVEN REGIONAL OFFICES. A CENTRAL STAFF WILL PROVIDE OVERALL POLICY DIRECTION AND MANAGEMENT FOR THE RESTITUTION PROCESS. EACH DYS REGION WILL HAVE A RESTITUTION COORDINATOR WHO WILL MANAGE THE RESTITUTION PROCESS FOR THEIR REGION UNDER THE DIRECTION AND CONTROL OF THE REGIONAL DIRECTOR. DYS PROJECTS SERVING 450, 16 TO 17 YEAR OLD COMMITTED OR REFERRED JUVENILE OFFENDERS FOR THE 18 MONTH PERIOD OF THIS GRANT.

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     CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   19
                     NON-BLOCK AWARDS FILE, FY 69 - 81                    02/24/81

GRANT NO.     AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
79JSAX0014         $88,003   03/09/79       03/12/79     06/30/79

FUNDING HISTORY              PROJECT MONITOR                 STATUS
D   79  JS      $420,607     WOLFSON, MARK                   END-DATE PASSED
D   79  JS      $341,431
R   79  JS        $1,627

GRANTEE NAME AND ADDRESS                       PROJECT DIRECTOR
DISTRICT COURT OF EAST NORFOLK                 TO BE NAMED
FIVE HUNDRED CHESTNUT STREET
QUINCY, MA 02169

TITLE:   JUVENILE RESTITUTION PROGRAM

  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROGRAM WILL INCORPORATE A JUVENILE RESTITUTION PROGRAM AT THE DISTRICT
COURT OF EAST NORFOLK, QUINCY, MASS. AS AN ALTERNATIVE TO COMMITMENT FOR ALL
JUVENILE OFFENDERS WHERE DAMAGES RESULTING FROM A JUVENILE'S OFFENSE ARE OF
MEASURABLE MONETARY VALUE. THE PROJECT WILL ALSO OFFER EMPLOYMENT TO THESE
JUVENILE OFFENDERS BY EXPANDING THE PRESENT EMPLOYMENT PROJECT KNOWN AS THE
EARN-IT PROGRAM AT THE DISTRICT COURT OF EAST NORFOLK. APPROXIMATELY 320 YOUTH
PER YEAR WILL BE SERVED.


GRANT NO.     AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
79JSAX0030        $645,236   08/24/79       07/01/79     12/30/81

FUNDING HISTORY              PROJECT MONITOR                 STATUS
D   79  JS      $341,431     WOLFSON, MARK                   ACTIVE
S   80  JS      $319,015
D   80  JS       $15,210

GRANTEE NAME AND ADDRESS                       PROJECT DIRECTOR
TRIAL COURT OF MASSACHUSETTS                   CHRISTINE DEANE
EAST NORFOLK DIVISION
FIFTY CHESTNUT STREET
QUINCY, MA 02169

TITLE:   JUVENILE RESTITUTION PROGRAM

  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS
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PROJECT SUMMARY
THIS PROGRAM WILL INCORPORATE A JUVENILE RESTITUTION PROGRAM AT THE DISTRICT COURT OF EAST NORFOLK, QUINCY, MASS. AS AN ALTERNATIVE TO COMMITMENT FOR ALL JUVENILE OFFENDERS WHERE DAMAGES RESULTING FROM A JUVENILE'S OFFENSE ARE OF MEASURABLE MONETARY VALUE. THE PROJECT WILL ALSO OFFER EMPLOYMENT TO THESE JUVENILE OFFENDERS BY EXPANDING THE PRESENT EMPLOYMENT PROJECT KNOWN AS THE EARN-IT PROGRAM AT THE DISTRICT COURT OF EAST NORFOLK. APPROXIMATELY 320 YOUTH PER YEAR WILL BE SERVED.

TOTAL FOR STATE: $2,247,371 6

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        CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   21
                      NON-BLOCK AWARDS FILE, FY 69 - 81                         02/24/81

STATE:  MICHIGAN


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
78EDAX0143        $530,439    09/30/78       10/01/78     11/30/81


FUNDING HISTORY               PROJECT MONITOR                 STATUS
0   78  ED      $530,439      WOLFSON, MARK                   ACTIVE


GRANTEE NAME AND ADDRESS                      PROJECT DIRECTOR
COUNTY OF WAYNE, MICHIGAN                     WILLIAM WIGGINS
JUVENILE DIVISION, PROBATE COURT
1025 EAST FOREST
DETROIT, MI 48207


TITLE:   POSITIVE ACTION FOR YOUTH


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE COUNTY OF WAYNE, MICHIGAN JUVENILE DIVISION PROBATE COURT WILL BE THE
GRANTEE FOR THIS RESTITUTION PROJECT. TO ACHIEVE ITS GOAL OF REDUCING JUVENILE
CRIME, THE JUVENILE COURT IN WAYNE COUNTY WILL IMPLEMENT A RESTITUTION PROJECT
AFTER ADJUDICATION. THE PROJECT WILL BE HOUSED IN THE COURT'S CLINIC SERVICES
DIVISION, AND THE DIRECTOR OF THIS DIVISION WILL BE THE PROJECT DIRECTOR. A
RESTITUTION COORDINATOR AND TWO VICTIM ADVOCATES AND A CLERK WILL ADMINISTER
THE PROJECT AND THEY WILL BE HOUSED IN THE CLINIC SERVICES DIVISION INTAKE
UNIT. THE PROJECT WILL IMPLEMENT A RESTITUTION PROGRAM WHICH WILL ENABLE
ADJUDICATED JUVENILE OFFENDERS TO MAKE MONETARY RESTITUTION OR ENGAGE IN
SERVICE TO THE VICTIM OR THE COMMUNITY. C.E.T.A. PLACEMENTS WILL BE USED, FOR
ELIGIBLE YOUTH, TO ENABLE THE OFFENDER TO EARN MONEY AND PAY RESTITUTION. WHERE
A YOUTH IS NOT C.E.T.A. ELIGIBLE THE YOUTH WILL BE PLACED IN COMMUNITY SERVICE
OR VICTIM SERVICE. THE WAYNE COUNTY JUVENILE COURT PROJECTS SERVING 1,200
YOUTHS A YEAR FOR THE THREE YEARS OF THIS GRANT.


TOTAL FOR STATE:                    $530,439              1
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        CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   22
                    NON-BLOCK AWARDS FILE, FY 69 - 81                          02/24/81

STATE:  MINNESOTA


GRANT NO.     AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
78EDAX0151       $443,716    09/30/78       12/01/78     03/31/81


FUNDING HISTORY              PROJECT MONITOR                STATUS
D   78  ED       $458,690    SCHWARTZ, KATHY                ACTIVE
D   78  ED        $14,974

GRANTEE NAME AND ADDRESS                      PROJECT DIRECTOR
DEPARTMENT OF COURT SERVICES                  DAVID K STEENSON
JUVENILE PROBATION DIVISION
915 FIFTH STREET SOUTH
MINNEAPOLIS, MN 55415

TITLE:   RESTITUTION PROGRAM FOR JUVENILE OFFENDERS


  REPORT PRODUCED?  N    COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE GRANTEE FOR THIS RESTITUTION PROGRAM FOR JUVENILE OFFENDERS WILL BE
HENNEPIN COUNTY. THE GRANT WILL BE ADMINISTERED BY THE HENNEPIN COUNTY,
DEPARTMENT OF COURT SERVICES, JUVENILE PROBATION SERVICES. THE PROJECT WILL
IMPLEMENT A RESTITUTION PROCESS FOR ADJUDICATED DELINQUENT OFFENDERS WHICH WILL
INCLUDE MONETARY AND COMMUNITY SERVICE RESTITUTION COMPONENTS. YOUTH WHO ARE
ORDERED TO MAKE MONETARY RESTITUTION, AND WHO DO NOT HAVE THE MEANS TO MAKE
PAYMENTS, WILL BE PLACED IN EMPLOYMENT SLOTS WHICH ARE SUPPORTED BY OJJDP
FUNDS. THE GRANTEE PROJECTS SERVING 550 YOUTH PER YEAR OR 1100 YOUTH FOR THE
TWO YEAR GRANT PERIOD.



GRANT NO.     AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
79DFAX0028       $320,263    02/16/79       03/01/79     02/28/81


FUNDING HISTORY              PROJECT MONITOR                STATUS
D   79  DF       $320,263    SCHWARTZ, KATHY                ACTIVE

GRANTEE NAME AND ADDRESS                      PROJECT DIRECTOR
FOREST LAKE YOUTH SERVICE BUREAU              TOM OSWALD
1068 SOUTH LAKE STREET
FOREST LAKE, MN 55025

TITLE:   WASHINGTON COUNTY JUVENILE RESTITUTION ALTERNATIVE
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REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
UNDER AGREEMENT WITH THE WASHINGTON COUNTY COURT THIS PROJECT WILL BE ADMINISTERED BY THE FOREST LAKE YOUTH SERVICE BUREAU. THIS PROJECT WILL PROVIDE A RESTITUTION ALTERNATIVE TO 40 PERCENT OF THE YOUTH ADJUDICATED FOR SHOPLIFTING, VANDALISM, THEFT, PURSE SNATCHING, AND OTHER ACTS DEEMED APPROPRIATE FOR THE PROGRAM BY THE JUVENILE JUDGE. IT IS PROJECTED THAT THE USE OF THE RESTITUTION ALTERNATIVE WILL RESULT IN A 10 PERCENT REDUCTION IN INCARCERATION. WHEN A PETITION IS RECEIVED ON AN YOUTH, A RESTITUTION COORDINATOR WILL BE ASSIGNED TO REVIEW THE CASE TO DETERMINE THE VICTIM'S LOSS, AND NEGOTIATE A RESTITUTION AGREEMENT BETWEEN THE THE VICTIM AND THE OFFENDER. THIS WILL BE PRESENTED TO THE COURT AT TIME OF THE COURT HEARING. IF A YOUTH EITHER PLEADS GUILTY OR IS FOUND GUILTY, THE COURT FINDS THAT RESTITUTION IS APPROPRIATE, AND THE YOUTH AGREES TO RESTITUTION, THE COURT WILL ADOPT THE NEGOTIATED CONTRACT IN ITS ORDER. PROJECT STAFF WILL THEN REFER THE YOUTH TO EMPLOYMENT OR COMMUNITY SERVICE SLOTS. THE GRANT PROJECTS SERVING 470 YOUTH OVER THE TWO YEARS OF THE GRANT.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
79EDAX0015	$243,453	02/23/79	03/01/79	02/28/81

FUNDING HISTORY		PROJECT MONITOR	STATUS
0 79 ED	$243,493	SCHWARTZ, KATHY	ACTIVE

GRANTEE NAME AND ADDRESS
RED LAKE TRIBAL COUNCIL
PO BOX 1457
BEMIDJI, MN 56601

PROJECT DIRECTOR
GEORGE SPEARS

TITLE: JUVENILE RESTITUTION

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE RED LAKE TRIBAL COUNCIL WILL BE THE GRANTEE FOR THIS RESTITUTION PROJECT. A RESTITUTION STAFF WILL BE ESTABLISHED UNDER THE AUSPICES OF TRIBAL COUNCIL TO ADMINISTER THIS GRANT. ADJUDICATED DELINQUENT YOUTH, WHO COMMIT OFFENSES AGAINST PROPERTY AND PERSONS, WILL HAVE THEIR CASES SCREENED BY THE RESTITUTION PROJECT STAFF. WHERE THE STAFF DETERMINES THAT RESTITUTION IS APPROPRIATE THEY WILL ADVOCATE FOR THIS DISPOSITION WITH THE COURT. IF THE JUDGE DETERMINES THAT RESTITUTION IS APPROPRIATE, IT WILL HOLD A SERIES OF HEARINGS WHERE THE RESTITUTION AMOUNT AND TYPE WILL BE NEGOTIATED. AFTER THIS HEARING THE COURT WILL DETERMINE AND ORDER THE AMOUNT AND TYPE OF RESTITUTION. THE RESTITUTION ORDERED MAY BE IN THE FORM OF MONETARY PAYMENTS TO THE VICTIM, MONETARY PAYMENTS TO THE COMMUNITY, VICTIM SERVICE OR COMMUNITY SERVICE. YOUTH ORDERED TO MAKE RESTITUTION WILL THEN BE REFERRED TO BY PROJECT STAFF TO EMPLOYERS, OR COMMUNITY SERVICES AGENCIES. THE APPLICANT PROJECTS SERVING 350 CLIENTS OVER

THE TWO YEARS OF THE GRANT.

TOTAL FOR STATE: 81,007,432 3

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     CATEGORICAL AWARDS FOR CJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   25
                    NON-BLOCK AWARDS FILE, FY 69 - 81                   02/24/81

STATE:  NEVADA


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
79EDAX0009       $686,998     12/19/78       01/05/79     02/16/81

FUNDING HISTORY               PROJECT MONITOR                 STATUS
D   79  ED       $686,998     DODGE, DOUGLAS                  ACTIVE

GRANTEE NAME AND ADDRESS                     PROJECT DIRECTOR
STATE DEPARTMENT OF HUMAN RESOURCES          MICHAEL KATZ
YOUTH SERVICES AGENCY, ROOM 600
KINKEAD BUILDING, 505 EAST KING STREET
CARSON CITY, NV

TITLE:   RESTITUTION-AN ALTERNATIVE TO INCARCERATION

  REPORT PRODUCED? N   COST CENTER:  CJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE DEPARTMENT OF HUMAN RESOURCES, YOUTH SERVICES AGENCY, WILL COORDINATE A
STATEWIDE PROGRAM TO IMPLEMENT RESTITUTION AS AN ALTERNATIVE TO INCARCERATION
IN EACH OF THE NINE JUDICIAL DISTRICTS IN NEVADA. DURING THE TWO YEAR PROGRAM,
APPROXIMATELY 810 JUVENILE OFFENDERS WILL MAKE RESTITUTION TO THE VICTIMS OF
THEIR CRIMES BY PROVIDING MONETARY ASSISTANCE OR BY PERFORMING DIRECT SERVICE.
PROJECT ACTIVITIES WILL INCLUDE JOB COUNSELING AND PLACEMENT, SUBSIDIZED
EMPLOYMENT AND GENERAL PROBATION COUNSELING. THIS PROJECT WAS SELECTED FOR
FUNDING FROM A LARGE NUMBER OF APPLICATIONS WHICH WERE RECEIVED IN COMPETITIVE
RESPONSE TO THE PROGRAM ANNOUNCEMENT RESTITUTION: AN ALTERNATIVE TO
INCARCERATION.


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
79JNAX0016       $496,113     04/04/79       04/01/79     03/31/81

FUNDING HISTORY               PROJECT MONITOR                 STATUS
D   79  JN       $221,113     BIONDI, LOUIS                   ACTIVE
S   80  JN       $275,000

GRANTEE NAME AND ADDRESS                     PROJECT DIRECTOR
NAT CNCL OF JUVENILE, FAMILY CT JUDGES       LOUIS W MCHARDY
PO BOX 8978
RENO, NV 89507

TITLE:   JUVENILE COURT JUDGES TRAINING PROJECT
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REPORT PRODUCED? N COST CENTER: OJJDP-NIJJDP

PROJECT SUMMARY
THE GENERAL PURPOSE OF THIS PROJECT IS TO PROVIDE TRAINING TO JUVENILE COURT JUDGES AND OTHER COURT RELATED PERSONNEL IN ORDER THAT THEY MAY BE ABLE TO MORE EFFECTIVELY CARRY OUT THEIR RESPONSIBILITIES. THE MAJOR OBJECTIVES OF THIS PROJECT ARE AS FOLLOW: TO PROVIDE INSTRUCTION WHICH EMPHASIZES THE CONCEPT OF DEINSTITUTIONALIZED SERVICES FOR DELINQUENT CHILDREN; TO EXPLORE THE POSSIBILITY OF RESTITUTION AS AN ALTERNATIVE DISPOSITIONAL REQUIREMENT FOR THE YOUTHFUL OFFENDER AND AS A FULL OR PARTIAL RELIEF TO THE VICTIM; TO PROVIDE INSTRUCTION FOCUSED ON DIVERSION AND DEINSTITUTIONALIZATION OF STATUS OFFENDER, PARTICULARLY FROM FACILITIES IN WHICH DELINQUENTS ARE SERVED; TO PROVIDE INSTRUCTION WHICH EMPHASIZES THE PRINCIPLE OF DUE PROCESS, NOT ONLY IN COURT RELATED PROGRAMS BUT ALSO IN SCHOOL DISCIPLINARY SITUATIONS AND SOCIAL AGENCY DETERMINATIONS AFFECTING CHILDREN ANDYOUTH; AND TO PROVIDE INSTRUCTION WHICH URGES THAT CHILDREN NOT BE SERVED IN THE SAME FACILITIES AS ADULTS. DURING THE ONE YEAR GRANT PERIOD CONCENTRATED TRAINING WILL BE PROVIDED FOR A TOTAL OF 570 JUVENILE COURT JUDGES AND COURT RELATED PERSONNEL. IN ADDITION 500 JUVENILE JUSTICE SYSTEM PERSONNEL WILL BENEFIT FROM TRAINING PROGRAMS PROVIDED IN COOPERATION WITH LOCAL, STATE, REGIONAL, AND/OR NATIONAL ORGANIZATIONS.

TOTAL FOR STATE:	$1,183,111	2

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      CATEGORICAL AWARDS FOR CJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   27
                    NON-BLOCK AWARDS FILE, FY 69 - 81                      02/24/81

STATE:  NEW HAMPSHIRE


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
78DFAX0221        $110,615    09/30/78       10/01/78     09/30/80


FUNDING HISTORY               PROJECT MONITOR                 STATUS
0   78  DF       $110,615     SMITH, FRANK C.                 END-DATE PASSED


GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
THE FRIENDS PROGRAM, INCORPORATED               RICHARD MAXSEN
PO BOX 1331
CONCORD, NH 03301


TITLE:   RESTITUTION PROGRAM FOR ADJUDICATED JUVENILE OFFENDERS


  REPORT PRODUCED?  N    COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE FRIENDS PROGRAM HAS BEEN CONDUCTING A RESTITUTION PROJECT FOR YOUTH THAT
ARE MEMBERS OF THE FRIENDS FOR THE PAST YEAR. DUE TO THE SUCCESS OF THIS
SERVICE, THE CONCORD DISTRICT COURT, PROBATION OFFICE AND THE CONCORD POLICE
DEPARTMENT HAVE REQUESTED THAT THE FRIENDS EXPAND ITS RESTITUTION COMPONENTS TO
ACCOMMODATE POST ADJUDICATED YOUTH. THE CONCORD DISTRICT COURT HAS AGREED TO
REFER APPROXIMATELY 60 YOUTH PER YEAR TO THE FRIENDS AS A TERM OF THEIR
PROBATION. THE PROGRAM HAS OBTAINED MORE THAN ENOUGH AGREEMENTS FROM BUSINESSES
AND COMMUNITY AGENCIES TO PLACE THE EXPECTED NUMBER OF REFERRALS. JUVENILES
REFERRED BY THE CONCORD DISTRICT COURT TO SERVE RESTITUTION WHO ARE INTERESTED
IN WORKING AT THE FRIENDS PROGRAM WILL BE CAREFULLY SUPERVISED AND COUNSELED.
THEIR OBJECTIVE WILL BE TO HAVE THE YOUTH COMPLETE A MEANINGFUL RESTITUTION
PROJECT THAT WILL MEET THE CONTRACTUAL REQUIREMENTS WHILE AT THE SAME TIME
PROVIDE AN ATMOSPHERE FOR POSITIVE AND RESPONSIBLE GROWTH.


TOTAL FOR STATE:                        $110,615                      1
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     CATEGORICAL AWARDS FOR CJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   28
                   NON-BLOCK AWARDS FILE, FY 69 - 81                         02/24/81

STATE:  NEW JERSEY


GRANT NO.      AWARD AMOUNT   AWARD DATE      BEGIN DATE   END DATE
78EDAX0161       $520,375     09/30/78        01/15/79     02/14/81


FUNDING HISTORY               PROJECT MONITOR                  STATUS
0   78  ED       $520,375     SMITH, FRANK C.                  END-DATE PASSED


GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
SUPREME COURT OF NEW JERSEY                     EDWARD NIEMIERA
ADMINISTRATIVE OFFICE OF THE COURT
349 STATE HOUSE ANNEX
TRENTON, NJ 08625


TITLE:   STATE OF NEW JERSEY JUVENILE RESTITUTION PROGRAM


  REPORT PRODUCED?  N   COST CENTER:  CJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE STATE OF NEW JERSEY JUVENILE RESTITUTION PROGRAM IS BEING IMPLEMENTED BY
THE STATE SUPREME COURT IN 19 COUNTIES. THE PROGRAM WILL BE ADMINISTERED BY THE
ADMINISTRATIVE OFFICE OF THE COURTS. THE PROJECT ADDRESSES THE LACK OF
MEANINGFUL DISPOSITIONAL ALTERNATIVES TO INCARCERATION WHICH RESULT IN YOUTH
BEING MORE ACCOUNTABLE FOR THEIR BEHAVIOR. THE GOAL OF THE PROJECT IS TO
INVOLVE 2,499 YOUTH PER YEAR, AGES 14 TO 18, IN A STATEWIDE RESTITUTION PROGRAM
AND TO PROVIDE PARTIAL REDRESS TO VICTIMS OF JUVENILE CRIME, ENHANCING THE
IMAGE OF THE JUVENILE JUSTICE SYSTEM AND REDUCING THE NUMBER OF YOUTHS
COMMITTED TO JUVENILE INSTITUTIONS BY 20% PER YEAR. OF THE 2,499 YOUTHS TO BE
SERVED, 232 YOUTH WILL BE PLACED IN RESTITUTION IN LIEU OF INCARCERATION AND
2,267 OTHER ADJUDICATED YOUTH WILL PARTICIPATE IN THE PROGRAM. ALSO, 20%
REDUCTION IN THE RECIDIVISM RATE IS A COMPANION GOAL OF THE PROGRAM.



GRANT NO.      AWARD AMOUNT   AWARD DATE      BEGIN DATE   END DATE
78EDAX0169       $278,148     09/30/78        10/15/78     05/01/81


FUNDING HISTORY               PROJECT MONITOR                  STATUS
0   78  ED       $278,148     SMITH, FRANK C.                  ACTIVE


GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
CAMDEN COUNTY PROBATION DEPARTMENT              KENNETH BUSHYEAGER
327 MARKET STREET
CAMDEN, NJ 08101


TITLE:   CAMDEN COUNTY JUVENILE RESTITUTION PROGRAM
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     CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE    29
                    NON-BLOCK AWARDS FILE, FY 69 - 81                    02/24/81

  REPORT PRODUCED? N   COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE CAMDEN COUNTY JUVENILE RESTITUTION PROGRAM WILL BE ESTABLISHED WITHIN THE
CAMDEN COUNTY PROBATION DEPARTMENT AND GLOUCESTER COUNTY AND WILL SERVE THE
JUVENILE AND DOMESTIC RELATIONS COURT. ALTHOUGH ONE AIM OF THE PROGRAM WILL BE
THE RESTORATION TO THE VICTIM, THE PRIMARY THRUST WILL BE TO CORRECT AND
REHABILITATE THE JUVENILE. UPON THE FINDING OF DELINQUENCY THROUGH A FORMAL
HEARING, THE JUVENILE COURT JUDGE WILL CONSIDER THE POTENTIAL PLACEMENT OF THE
YOUTH IN THE RESTITUTION PROGRAM. IF DEEMED APPROPRIATE A RESTITUTION
INVESTIGATION WILL BE ORDERED. THE JUVENILE AND DOMESTIC RELATIONS COURTS ALSO
SERVES GLOUCESTER COUNTY. THEREFORE, A TOTAL OF 332 ADJUDICATED DELINQUENTS
WILL BE SERVED, 300 FROM CAMDEN AND 32 FROM GLOUCESTER. A 40% REDUCTION IN THE
RECIDIVISM RATE OF DELINQUENTS PARTICIPATING IN THE RESTITUTION PROGRAM IS A
COMPANION GOAL.


TOTAL FOR STATE:                      $798,523                   2
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STATE:  NEW YORK


GRANT NO.      AWARD AMOUNT   AWARD DATE      BEGIN DATE   END DATE
78EDAX0162      $2,185,627    09/30/78        11/23/78     10/22/81

FUNDING HISTORY               PROJECT MONITOR                STATUS
O   78  ED    $2,289,325      SMITH, FRANK D.                ACTIVE
D   78  ED      $103,698

GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
NEW YORK STATE DIVISION OF PROBATION            TO BE NAMED
TOWER BUILDING
EMPIRE STATE PLAZA
ALBANY, NY 12223

TITLE:   NEW YORK STATE RESTITUTION PROGRAM

  REPORT PRODUCED?  N    COST CENTER:  CJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE "JUVENILE RESTITUTION PROJECT" IS BEING IMPLEMENTED BY THE NEW YORK STATE
DIVISION OF PROBATION IN NINE COUNTIES. THE PARTICIPATING COUNTIES ARE:
SUFFOLK, NASSAU, ALBANY, RENSSELAER, SCHENECTADY, SARATOGA, FULTON, MONTGOMERY,
AND WARREN. THE PROGRAM WILL BE ADMINISTERED BY THE NEW YORK STATE DIVISION OF
PROBATION IN THREE SITES: SITE I - SUFFOLK COUNTY, SITE II - NASSAU COUNTY, AND
SITE III - REGIONAL GROUP UPSTATE COUNTIES INCLUDING ALBANY, SCHENECTADY,
SARATOGA, RENSSELAER, FULTON, MONTGOMERY, AND WARREN COUNTIES. THE COUNTIES
VARY IN NATURE FROM RURAL TO METROPOLITAN/SUBURBAN. THE GOAL OF THE PROJECT IS
TO INVOLVE 432 YOUTH PER YEAR, AGES 10 TO 16, IN AN ADJUDICATED RESTITUTION
PROGRAM, AND TO THEREFORE PROVIDE PARTIAL OR TOTAL REDRESS TO VICTIMS OF
JUVENILE CRIME, ENHANCING THE IMAGE OF THE JUVENILE JUSTICE SYSTEM AND REDUCING
THE NUMBER OF YOUTHS COMMITTED TO JUVENILE INSTITUTIONS.


TOTAL FOR STATE:                     $2,185,627                 1
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STATE: OHIO

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
78EDAX0157	$749,542	09/30/78	11/01/78	01/31/81

FUNDING HISTORY				PROJECT MONITOR	STATUS
C	78	ED	$749,542	WOLFSON, MARK	END-DATE PASSED

GRANTEE NAME AND ADDRESS	PROJECT DIRECTOR
GEAUGA COUNTY COMMISSIONERS COURT HOUSE ANNEX CHARDON, OH 44024	GLORIA TRUPE

TITLE: GEAUGA COUNTY-JUV OFFENDER-ALTERNATIVE TO INCARCERATION

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROJECT IS FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE, RESTITUTION BY JUVENILE OFFENDERS: ALTERNATIVE TO INCARCERATION. THIS PROJECT WILL SUPPORT THE GEAUGA COUNTY JUVENILE COURT IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THIS PROGRAM WILL SERVICE 322 ADJUDICATED YOUTH IN A TWO YEAR PERIOD THROUGH DIRECT MONETARY PAYMENT THROUGH SUPPORTED COMMUNITY SERVICE WORK TO TARGET YOUTH WHO WILL MAKE RESTITUTION TO THE VICTIMS OF CRIME. THE PROJECT WILL BE IMPLEMENTED BY A COUNTY-WIDE RESTITUTION PROCESS IN WHICH JUVENILE OFFENDERS WILL BE PLACED AND TRAINED IN PUBLIC SERVICE EMPLOYMENT. THIS PROGRAM WILL BE ADMINISTERED BY THE GEAUGA COUNTY WORK PROGRAM OFFICE.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
79DFAX0034	$608,350	03/01/79	03/01/79	02/28/81

FUNDING HISTORY				PROJECT MONITOR	STATUS
D	79	DF	$608,350	SMITH, FRANK D.	ACTIVE

GRANTEE NAME AND ADDRESS	PROJECT DIRECTOR
CINCINNATI INSTITUTE OF JUSTICE 222 EAST CENTRAL PARKWAY CINCINNATI, OH 45202	JAY TALBOT

TITLE: HAMILTON CNTY JUV COURT RESITUTION WORK THERAPY PROGRAM

REPORT PRODUCED? 6 COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE. "RESTITUTION BY JUVENILE OFFENDERS: AN ALTERNATIVE TO INCARCERATION." THIS PROJECT WILL SUPPORT THE HAMILTON COUNTY JUVENILE COURT IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THIS PROGRAM WILL SERVICE 500 ADJUDICATED YOUTH IN A 2 YEAR PERIOD THROUGH DIRECT MONETARY PAYMENT THROUGH SUPPORTED COMMUNITY SERVICE WORK TO TARGET YOUTH WHO WILL MAKE RESTITUTION TO THE VICTIMS OF CRIME. THE PROJECT WILL BE IMPLEMENTED BY A COUNTY-WIDE RESTITUTION PROCESS IN WHICH JUVENILE OFFENDERS WILL BE PLACED AND TRAINED IN PUBLIC SERVICE EMPLOYMENT. THIS PROGRAM WILL BE ADMINISTERED BY THE CINCINNATI INSTITUTE OF JUSTICE.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
79EDAX0007	850,648	11/09/78	12/01/78	02/29/80

FUNDING HISTORY		PROJECT MONITOR	STATUS
0 79 E0	850,648	SCHWARTZ, KATHY	END-DATE PASSED

GRANTEE NAME AND ADDRESS
BELMONT-HARRISON COUNTY JUVENILE DIST
ROUTE ONE HAPPEND ROAD
SAINT CLAIRSVILLE, OH 43950

PROJECT DIRECTOR
CHET KALIS

TITLE: JUVENILE RESTITUTION/WORK PROGRAM

REPORT PRODUCED? 6 COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE. "RESTITUTION BY JUVENILE OFFENDERS: AN ALTERNATIVE TO INCARCERATION." THIS PROJECT WILL SUPPORT THE BELMONT-HARRISON COUNTY JUVENILE DISTRICT IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THE PROGRAM WILL SERVE 63 ADJUDICATED YOUTH IN A ONE YEAR PERIOD THROUGH PROVIDING RESTITUTION THROUGH COMMUNITY SERVICE JOBS AND PAYMENTS TO THE VICTIMS SUBSIDIZED THROUGH GRANT FUNDS.

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GRANT NO.       AWARD AMOUNT    AWARD DATE      BEGIN DATE    END DATE
79EDAX0003        $212,071      11/05/78        12/01/78      11/30/81


FUNDING HISTORY                 PROJECT MONITOR                 STATUS
O   79  00      $212,071        SMITH, FRANK O.                 ACTIVE


GRANTEE NAME AND ADDRESS                         PROJECT DIRECTOR
SUMMIT COUNTY JUVENILE COURT                     NICHOLAS DEL GRUSSO
650 DAN STREET
AKRON, OH 44310


TITLE:    CHILD RESPONSIBILITY PROJECT


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THIS PROJECT ADDRESSES THE LACK OF MEANINGFUL DISPOSITIONAL ALTERNATIVES TO
INCARCERATION WHICH RESULT IN YOUTH BEING HELD MORE ACCOUNTABLE FOR THEIR
BEHAVIOR. THE COURT EXPECTS TO SERVE 300 YOUTH PER YEAR, AGES 12-17, VIA
PLACEMENTS WITH 31 PUBLIC AND PRIVATE AGENCIES. COMPENSATION FOR WORK PERFORMED
WILL BE AT THE RATE OF $2.65 PER HOUR, WITH THE RESTITUTION AMOUNT NOT TO
EXCEED ACTUAL LOSS OR $600.



GRANT NO.       AWARD AMOUNT    AWARD DATE      BEGIN DATE    END DATE
79EDAX0004        $247,501      11/05/78        12/01/78      11/30/81


FUNDING HISTORY                 PROJECT MONITOR                 STATUS
O   79  00      $247,501        SMITH, FRANK O.                 ACTIVE


GRANTEE NAME AND ADDRESS                         PROJECT DIRECTOR
LUCAS COUNTY JUVENILE COURT                      DON PUMPA
429 MICHIGAN STREET
TOLEDO, OH 43624


TITLE:    LUCAS COUNTY JUVENILE COURT RESTITUTION PROGRAM


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE PURPOSE OF THIS PROJECT IS TO INVOLVE 1,000 YOUTH AGES 14 AND OVER IN THE
JUVENILE COURT RESTITUTION PROGRAM, THEREBY ENHANCING THE COMMUNITY IMAGE OF
THE COURT, PROVIDING REDRESS TO VICTIMS OF JUVENILE CRIME AND INCREASING THE
ACCOUNTABILITY BY YOUTH FOR THEIR BEHAVIOR. RESTITUTION WILL BE MADE VIA:
DIRECT MONETARY PAYMENT; INDIRECT MONETARY PAYMENT THROUGH PERFORMANCE OF WORK
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FOR THE VICTIM AND COMMUNITY SERVICE JOBS. THE PROJECT DESIGN ALSO INCLUDES A PUBLIC AWARENESS/EDUCATION COMPONENT AND A CLIENT TRACKING SYSTEM.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
79JSAX0008	$239,400	02/23/79	03/01/79	02/28/81

FUNDING HISTORY		PROJECT MONITOR	STATUS
0 79 JS	$239,400	WOLFSON, MARK	ACTIVE

GRANTEE NAME AND ADDRESS	PROJECT DIRECTOR
ADAMS COUNTY BOARD OF COMMISSIONERS ADAMS COUNTY COURTHOUSE WEST UNION, OH 45693	WILLIAM SHANNON

TITLE: ADAMS-BROWN COUNTY JUVENILE OFFENDER RESTITUTION PROJECT

REPORT PRODUCED? N   COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE GRANTEE FOR THIS PROJECT IS THE ADAMS COUNTY BOARD OF COMMISSIONERS THEY WILL ADMINISTER THE GRANT FOR BOTH COUNTIES. THE PROJECT, WHICH WILL BE IMPLEMENTED IN BOTH COUNTIES, HAS AS ITS PRIMARY GOAL THE ESTABLISHMENT OF AN EFFECTIVE RESTITUTION PROGRAM AS AN ADDITIONAL ALTERNATIVE TO TRADITIONAL INCARCERATION FOR ADJUDICATED DELINQUENT OFFENDERS. THIS GOAL WILL BE ACCOMPLISHED BY PLACING COURT REFERRED ADJUDICATED YOUTH ON RESTITUTION. RESTITUTION MAY TAKE FORM OF EITHER DIRECT MONETARY PAYMENTS, DIRECT SERVICE TO THE VICTIM, COMMUNITY SERVICE OR A COMBINATION OF THESE. THE APPLICANT PROJECTS SERVING 60 ADJUDICATED DELINQUENT YOUTH WHO WOULD HAVE OTHERWISE BEEN INCARCERATED.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
80JSAX0006	$48,407	03/10/80	03/01/80	02/28/81

FUNDING HISTORY		PROJECT MONITOR	STATUS
0 80 JS	$48,407	SCHWARTZ, KATHY	ACTIVE

GRANTEE NAME AND ADDRESS	PROJECT DIRECTOR
BELMONT HARRISON JUVENILE DISTRICT SARGUS JUVENILE CENTER 66111 HAMMOND ROAD SAINT CLAIRSVILLE, OH 43950	CHET KALIS

TITLE: JUVENILE RESTITUTION/WORK PROGRAM

REPORT PRODUCED? N   COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROJECT IS A CONTINUATION OF THE BELMONT-HARRISON COUNTY JUVENILE DISTRICT JUVENILE RESTITUTION/WORK PROGRAM. THIS PROJECT WAS THE ONLY RURAL PROGRAM FUNDED UNDER THE PROGRAM ANNOUNCEMENT "RESTITUTION BY JUVENILE OFFENDERS: AN ALTERNATIVE TO INCARCERATION". THE GOALS OF THE PROJECT ARE TO INVOLVE 45 CHILDREN DURING ITS SECOND YEAR OF OPERATION AND TO CONTINUE TO PROVIDE REDRESS TO THE VICTIMS OF JUVENILE CRIME TO ENHANCE THE COMMUNITY IMAGE OF THE JUVENILE COURT AND TO INCREASE THE ACCOUNTABILITY OF YOUTHS FOR THEIR BEHAVIOR THROUGH RESTITUTION VIA JOB PLACEMENT.

TOTAL FOR STATE: $2,199,911   7

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      CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS    PAGE   36
                     NON-BLOCK AWARDS FILE, FY 69 - 81                  02/24/81

STATE:  OKLAHOMA


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
79JSAX0009       $340,398     02/23/79       03/01/79     02/28/81


FUNDING HISTORY               PROJECT MONITOR                 STATUS
D   79  JS      $340,398      SCHWARTZ, KATHY                 ACTIVE


GRANTEE NAME AND ADDRESS                     PROJECT DIRECTOR
JUVENILE BUREAU DIST CT OF OKLAHOMA CNTY     ANNE ASPLUND
321 PARK AVENUE, ROOM 214
OKLAHOMA CITY, OK 73102


TITLE:   OKLAHOMA COUNTY JUVENILE BUREAU RESTITUTION PROGRAM


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE,
"RESTITUTION BY JUVENILE OFFENDERS: ALTERNATIVE TO INCARCERATION." THIS PROJECT
WILL SUPPORT THE OKLAHOMA COUNTY, IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO
INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON
THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THIS PROGRAM WILL
SERVICE 1,800 ADJUDICATED JUVENILE YOUTH IN A 2 YEAR PERIOD THROUGH DIRECT
MONETARY PAYMENT AND THROUGH SUPPORTED COMMUNITY SERVICE WORK TO TARGET YOUTH
WHO WILL MAKE RESTITUTION TO THE VICTIMS OF CRIME. THE PROJECT WILL BE
IMPLEMENTED BY A COUNTYWIDE RESTITUTION PROCESS IN WHICH JUVENILE OFFENDERS
WILL BE PLACED AND TRAINED IN PUBLIC SERVICE EMPLOYMENT. THIS PROGRAM WILL BE
ADMINISTERED BY THE JUVENILE BUREAU OF THE DISTRICT COURT OF OKLAHOMA COUNTY.


TOTAL FOR STATE:                     $340,398                 1
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       CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   37
                   NON-BLOCK AWARDS FILE, FY 69 - 81                       02/24/81
  STATE:  OREGON


  GRANT NO.      AWARD AMOUNT   AWARD DATE      BEGIN DATE   END DATE
  77NI990005        $447,774    10/20/76        10/20/76     12/31/78

  FUNDING HISTORY                PROJECT MONITOR                STATUS
  C   77  NI        $472,697     SWAIN, PAMELA                  INACT AVAIL AUD
  D   77  NI         $24,923

  GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
  INSTITUTE OF POLICY ANALYSIS                    PETER R SCHNEIDER
  777 HIGH STREET, SUITE 222
  EUGENE, OR 97402

  TITLE:   JUVENILE RESTITUTION

   REPORT PRODUCED?  Y   COST CENTER:  OJJDP-NIJJDP

  PROJECT SUMMARY
  THE PURPOSE OF THIS PROJECT IS TO EVALUATE THE RESTITUTION PROJECTS FUNDED BY
  THE OFFICE OF JUVENILE JUSTICE AND DELINQUENCY PREVENTION. THE EVALUATION WILL
  INCLUDE PROCESS AND IMPACT COMPONENTS AND WILL FOCUS ON THE RESEARCH QUESTION
  OF WHAT TYPES OF PROGRAMS ARE EFFECTIVE FOR WHAT OFFENDERS AND UNDER WHAT
  CONDITIONS. THE DESIGN PROVIDES FOR WITHIN AND ACROSS SITE COMPARISONS IN FOUR
  AREAS: RECIDIVISM REDUCTION, VICTIM IMPACT, COMMUNITY IMPACT, AND PROGRAM
  PROCESS.


  GRANT NO.      AWARD AMOUNT   AWARD DATE      BEGIN DATE   END DATE
  79JNAX0009      $1,352,845    01/29/79        01/29/79     12/30/80

  FUNDING HISTORY                PROJECT MONITOR                STATUS
  D   79  JN        $702,847     SWAIN, PAMELA                  END-DATE PASSED
  S   80  JN        $649,998

  GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
  INSTITUTE OF POLICY ANALYSIS                    PETER R SCHNEIDER
  777 HIGH STREET, ROOM 222
  EUGENE, OR 97401

  TITLE:   NATIONAL EVALUATION OF JUVENILE RESTITUTION PROJECTS

   REPORT PRODUCED?  Y   COST CENTER:  OJJDP-NIJJDP
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PROJECT SUMMARY
THIS PROJECT, TO BE SUPPORTED BY JUVENILE JUSTICE (JJ) FUNDS, WILL INVOLVE THE SECOND PHASE OF A NATIONAL EVALUATION OF THE OJJDP JUVENILE RESTITUTION INITIATIVE. THE MAJOR OBJECTIVES OF THIS EVALUATION ARE: TO DEVELOP INFORMATION ON THE TYPES OF RESTITUTION PROGRAMS THAT ARE MOST LIKELY TO: REDUCE JUVENILE RECIDIVISM; INCREASE VICTIM SATISFACTION AND/OR TO HAVE THE GREATEST IMPACT ON MEMBERS OF THE COMMUNITY, IN TERMS OF THEIR VIEWS OF OPERATIONS OF THE JUVENILE JUSTICE SYSTEM; TO DEVELOP INFORMATION ON THE COMPARATIVE COST-EFFECTIVENESS OF DIFFERENT TYPES OF RESTITUTION PROGRAMS FOR ACHIEVING EACH OF THE ABOVE ALTERNATIVE GOALS; AND TO DEVELOP DESCRIPTIVE AND ANALYTICAL INFORMATION ON IMPLEMENTATION PROCESSES AND PROBLEMS, AND ON CHANGES IN PROGRAM OPERATING PROCEDURES DURING THE FIRST YEAR OF OPERATION. THE NATIONAL EVALUATION HAS DEVELOPED AN EVALUATION DESIGN INCLUDING PROCESS AND IMPACT COMPONENTS, TO BE IMPLEMENTED AT SEVEN OF THE FORTY-FOUR PROJECTS.

TOTAL FOR STATE: $1,800,619 2

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     CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS    PAGE   39
                    NON-BLOCK AWARDS FILE, FY 69 - 81                   02/24/81

STATE:  SOUTH CAROLINA


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
78DFAX0219        $208,235    09/30/78       11/01/78     01/31/81


FUNDING HISTORY               PROJECT MONITOR                STATUS
0   78  DF       $208,235     SCHWARTZ, KATHY                ACTIVE


GRANTEE NAME AND ADDRESS                     PROJECT DIRECTOR
TRIDENT UNITED WAY                           MEREDITH HUFFORD
VOLUNTARY ACTION CENTER
PO BOX 2696
CHARLESTON, SC 29403


TITLE:   JUVENILE RESTITUTION PROGRAM


  REPORT PRODUCED? N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE PURPOSE OF THIS PROJECT IS TO PROVIDE FOR RESTITUTION BY ADJUDICATED
JUVENILE OFFENDERS IN LIEU OF INCARCERATION THROUGH A COMMUNITY SERVICE
RESTITUTION PROGRAM. THE PROJECT EXPECTS 150 YOUTH PER YEAR WILL PARTICIPATE IN
THE PROJECT AND IS AVAILABLE TO YOUTH BETWEEN THE AGES OF 10 AND 17 WHO HAVE
COMMITTED PROPERTY OFFENSES. COMMUNITY SERVICE JOBS WILL BE COORDINATED BY THE
VOLUNTARY ACTION CENTER SUPPLIED BY PRIVATE AND PUBLIC COMMUNITY SERVICE
AGENCIES RANGING FROM THE CHARLESTON POLICE DEPARTMENT TO THE OAK GROVE
CHILDREN'S HOME.


TOTAL FOR STATE:                    $208,235                 1
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     CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE  40
                 NON-BLOCK AWARDS FILE, FY 69 - 81                     02/24/81

STATE:  TEXAS


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
78JSAX0090       $309,302     09/30/78       11/01/78     10/31/81

FUNDING HISTORY               PROJECT MONITOR                  STATUS
D   78  JS       $432,096     SCHWARTZ, KATHY                  ACTIVE
D   78  JS       $122,794

GRANTEE NAME AND ADDRESS                          PROJECT DIRECTOR
YOUTH-GAP, INCORPORATED                           LADONNA MC CONNELL
214 CITY COUNTY BUILDING
EL PASO, TX 79901

TITLE:   YOUTH-GAP, INC VICTIM RESTITUTION PROGRAM

  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE,
"RESTITUTION BY JUVENILE OFFENDERS: ALTERNATIVE TO INCARCERATION." THIS PROJECT
WILL SUPPORT THE YOUTH GAP, INC. IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO
INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY AND ACCOUNTABILITY ON
THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THIS PROGRAM WILL
SERVE 300 ADJUDICATED YOUTH IN A 2 YEAR PERIOD THROUGH DIRECT MONETARY PAYMENT
THROUGH SUPPORTED COMMUNITY SERVICE WORK TO TARGET YOUTH WHO WILL MAKE
RESTITUTION TO THE VICTIMS OF CRIME. THE PROJECT WILL BE IMPLEMENTED BY A
COUNTY-WIDE RESTITUTION PROCESS IN WHICH JUVENILE OFFENDERS WILL BE PLACED AND
TRAINED IN PUBLIC SERVICE EMPLOYMENT. THIS PROGRAM WILL BE ADMINISTERED BY THE
YOUTH-GAP, INC.


TOTAL FOR STATE:                    $309,302                 1
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CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS PAGE 41
NON-BLOCK AWARDS FILE, FY 69 - 81 02/24/81

STATE: VIRGINIA

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
79JSAX0006	$300,785	02/21/79	03/01/79	02/28/81

FUNDING HISTORY				PROJECT MONITOR	STATUS
0	79	JS	$300,785	SMITH, FRANK C.	ACTIVE

GRANTEE NAME AND ADDRESS
CITY OF NEWPORT NEWS
COURT SERVICES
230 TWENTY-FIFTH STREET
NEWPORT NEWS, VA 23607

PROJECT DIRECTOR
HARRY S HILLING

TITLE: RESTITUTION BY JUV OFFENDERS: ALTERNATIVE TO INCARCERATION

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY

THIS PROJECT IS BEING FUNDED PURSUANT TO THE SPECIAL EMPHASIS INITIATIVE "RESTITUTION BY JUVENILE OFFENDERS: AN ALTERNATIVE TO INCARCERATION." THIS PROJECT WILL SUPPORT THE CITY OF NEWPORT NEWS JUVENILE COURT SERVICES IN AN EFFORT TO PROVIDE AN ALTERNATIVE TO INCARCERATION AND TO INCREASE THE SENSE OF RESPONSIBILITY ON THE PART OF JUVENILE OFFENDERS FOR THEIR DELINQUENT BEHAVIOR. THIS PROGRAM WILL SERVE 535 ADJUDICATED YOUTHS IN A TWO YEAR PERIOD. THE JUVENILE OFFENDERS MAY BE ORDERED TO PERFORM DIRECT SERVICES TO THE VICTIMS, PERFORM UNPAID COMMUNITY SERVICES, OR PERFORM PAID COMMUNITY SERVICES WITH CONTRACT WAGES PAID BY THIS GRANT, AND RESTITUTION TO THE VICTIMS PAID FROM THE WAGES. THE PROGRAM WILL BE ADMINISTERED BY THE JUVENILE COURT SERVICE UNDER THE AUSPICES OF THE CITY OF NEWPORT NEWS COURT SERVICES.

TOTAL FOR STATE:	$300,785	1

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STATE:  WASHINGTON


GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
78JSAX0086      $3,635,262    09/25/78       09/25/78     09/30/80

FUNDING HISTORY               PROJECT MONITOR                STATUS
O   78  JS    $3,635,262      PORPOTAGE, FRANK               END-DATE PASSED

GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
LAW AND JUSTICE PLANNING OFFICE                 TO BE NAMED
206 GENERAL ADMINISTRATION BUILDING
OLYMPIA, WA 98504

TITLE:   IMPLEMENTATION OF THE JUVENILE CODE (HB-371)

  REPORT PRODUCED?  N   COST CENTER:  OJJDP-FORMULA GRANT & TA

PROJECT SUMMARY
THE PURPOSE OF THIS PROJECT IS TO IMPLEMENT THE STATUS OFFENDER AND RESTITUTION
PORTIONS OF THE RECENTLY REVISED JUVENILE CODE IN WASHINGTON. THE CODE PROVIDES
FOR THE DEINSTITUTIONALIZATION OF STATUS OFFENDERS; DIVERSION OF MANY YOUTHFUL
JUVENILE OFFENDERS THROUGH RESTITUTION; AND DETERMINATE SENTENCING FOR SERIOUS
JUVENILE OFFENDERS. THE PROJECT WILL BE IMPLEMENTED BY A VARIETY OF STATE,
LOCAL AND PRIVATE NOT-FOR-PROFIT AGENCIES.



GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
78JSAX0103              $0    09/30/78       11/01/78     10/31/79

FUNDING HISTORY               PROJECT MONITOR                STATUS
O   78  JS      $467,024      KEMBLE, KAY                    CANCELLED
D   78  JS      $467,024

GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
WASHINGTON DEPT OF SOCIAL, HEALTH SERV          TO BE NAMED
OB-42-J
OLYMPIA, WA 98504

TITLE:   ALTERNATIVES TO INCARCERATION

  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
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THE TITLE OF THE PROJECT IS "ALTERNATIVES TO INCARCERATION" WHICH WILL BE IMPLEMENTED BY THE BUREAU OF JUVENILE REHABILITATION OF THE WASHINGTON STATE DEPARTMENT OF SOCIAL AND HEALTH SERVICES (DSHS). THE PROJECT ADDRESSES THE LACK OF MEANINGFUL DISPOSITIONAL ALTERNATIVES TO INCARCERATION WHICH RESULT IN YOUTH BEING HELD MORE ACCOUNTABLE FOR THEIR BEHAVIOR. THE GOAL OF THE PROJECT IS TO ESTABLISH MODEL RESTITUTION PROGRAMS WHICH WILL REDUCE RECIDIVISM AND INCARCERATION OF JUVENILE OFFENDERS IN SIX COUNTIES IN THE STATE OF WASHINGTON. THE PROJECT EXPECTS TO SERVE 2,200 YOUTHS DURING THE FIRST PROJECT YEAR THROUGH FINANCIAL REPARATION, COMMUNITY SERVICE OR A COMBINATION OF THE SAME. THE JUVENILE COURTS WILL IMPOSE RESTITUTION PURSUANT TO THE WASHINGTON JUVENILE JUSTICE ACT OF 1977.

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
79EDAX0005	$261,260	11/20/78	12/01/78	11/30/80

FUNDING HISTORY				PROJECT MONITOR	STATUS
C	79	ED	$261,260	DODGE, DOUGLAS	END-DATE PASSED

GRANTEE NAME AND ADDRESS	PROJECT DIRECTOR
SNOHOMISH COUNTY	JUNE LLOYD
COUNTY ADMINISTRATION BUILDING	
EVERETT, WA 98201	

TITLE: YOUTH RESTITUTIONAL SERVICES PROJECT

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY
THE PURPOSE OF THIS PROJECT IS TO COMPENSATE VICTIMS OF JUVENILE CRIME BY REQUIRING CASH PAYMENT OR COMMUNITY SERVICE BY THE OFFENDER IN LIEU OF INCARCERATION. THE PROJECTS EXPECTS TO INVOLVE 250-300 YOUTH PER YEAR IN RESTITUTION AND IS AVAILABLE TO POST-ADJUDICATED YOUTH AGES 12 THROUGH 15, CHARGED WITH PROPERTY AND PERSONAL OFFENSES. EMPLOYMENT WILL BE PROVIDED THROUGH COUNTY AND MUNICIPAL PARKS AND COMMUNITY DEVELOPMENT AGENCIES AS WELL AS THE EVERETT HOUSING AUTHORITY, CAMP FIRE GIRLS, AND THE SHERWOOD LEARNING CENTER.

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GRANT NO.       AWARD AMOUNT   AWARD DATE      BEGIN DATE   END DATE
79JSAX0010        $467,024     02/26/79        02/26/79     07/31/80


FUNDING HISTORY                PROJECT MONITOR                  STATUS
D   79  JS       $467,024      DODGE, DOUGLAS                   END-DATE PASSED


GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
LAW AND JUSTICE PLANNING DIVISION               DANIEL GREENING
OFFICE OF FINANCIAL MANAGEMENT
G A BUILDING, ROOM 206
OLYMPIA, WA 98504


TITLE:   ALTERNATIVES TO INCARCERATION


  REPORT PRODUCED? N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
THE TITLE OF THIS PROJECT IS "ALTERNATIVES TO INCARCERATION." THE PROJECT
ADDRESSES THE LACK OF MEANINGFUL DISPOSITIONAL ALTERNATIVES TO INCARCERATION
WHICH RESULT IN YOUTH BEING HELD MORE ACCOUNTABLE FOR THEIR BEHAVIOR. THE GOAL
OF THE PROJECT IS TO ESTABLISH MODEL RESTITUTION PROGRAMS WHICH WILL REDUCE
RECIDIVISM AND INCARCERATION OF JUVENILE OFFENDERS IN SIX COUNTIES IN THE STATE
OF WASHINGTON. THE PROJECT EXPECTS TO SERVE 2,200 YOUTH DURING THE FIRST
PROJECT YEAR THROUGH FINANCIAL REPARATION, COMMUNITY SERVICE OR A COMBINATION
OF THE SAME. THE JUVENILE COURT WILL IMPOSE RESTITUTION PURSUANT TO THE
WASHINGTON JUVENILE JUSTICE ACT OF 1977.



GRANT NO.       AWARD AMOUNT   AWARD DATE      BEGIN DATE   END DATE
80JSAX0029        $520,066     08/13/80        08/01/80     07/31/81


FUNDING HISTORY                PROJECT MONITOR                  STATUS
D   80  JS       $520,066      DODGE, DOUGLAS                   ACTIVE


GRANTEE NAME AND ADDRESS                        PROJECT DIRECTOR
DIVISION OF CRIMINAL JUSTICE                    DAN GREENING
OFFICE OF FINANCIAL MANAGEMENT
102 NORTH QUINCE
OLYMPIA, WA 98504


TITLE:   ALTERNATIVES TO INCARCERATION/WASHINGTON ST JUV RESTITUTN


  REPORT PRODUCED? N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
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THIS IS THE SECOND YEAR AWARD FOR A PROPOSED THREE YEAR JUVENILE RESTITUTION
PROJECT. THE PROJECT IS BEING IMPLEMENTED IN SIX SITES IN WASHINGTON STATE.
THEY ARE CLARKE COUNTY, CITY OF SEATTLE, KING COUNTY, BENTON/FRANKLIN COUNTY,
GRAY'S HARBOR COUNTY, AND PASCO COUNTY. THESE SITES ARE IMPLEMENTING THE
MONETARY AND COMMUNITY SERVICE RESTITUTION MODELS WHICH THE COURTS ARE USING AS
ALTERNATIVES TO INCARCERATION AND TRADITIONAL DISPOSITIONS. IT IS PROJECTED
THAT 1,045 YOUTHS WILL BE SERVED BY THE PROJECT.



GRANT NO.      AWARD AMOUNT   AWARD DATE     BEGIN DATE   END DATE
81JSAXC017        $499,951    03/09/81       10/01/80     09/30/81

FUNDING HISTORY               PROJECT MONITOR                STATUS
D   81  25      $499,951      WAHLBERG, PAUL J.              ACTIVE

GRANTEE NAME AND ADDRESS                     PROJECT DIRECTOR
WASHINGTON DIVISION OF CRIMINAL JUSTICE      DANIEL E GREENING
OFFICE OF FINANCIAL MANAGEMENT
102 NORTH QUINCE GF-01
OLYMPIA, WA 98504

TITLE:   DIVERTED RESTITUTION

  REPORT PRODUCED? N   COST CENTER:  OJJDP-FORMULA GRANT & TA

PROJECT SUMMARY
THIS PROJECT WILL ALLOW FOR THE CONTINUATION OF TWO DIVERTED RESTITUTION
COMPONENTS OF A LARGER FY 78 OJJDP DISCRETIONARY PROJECT ENTITLED,
"IMPLEMENTATION OF THE JUVENILE CODE (HB 371)." THE ORIGINAL AWARD, WHICH
TOTALED $3,635,262, WAS AIMED AT ASSISTING THE STATE IN MEETING THE MANDATES OF
ITS REVISED JUVENILE CODE. THE CODE MANDATES THE REMOVAL OF STATUS OFFENDERS
FROM JAILS, DETENTION AND CORRECTIONAL FACILITIES. SPECIFICALLY, THE KING
COUNTY COMPONENT OF THE PROJECT WILL PROVIDE FOR, AMONG OTHER THINGS, THE
CONTINUATION OF SIX RESTITUTION WORK SITES, AND THE SEATTLE COMPONENT WILL
PROVIDE FOR COMMUNITY-BASED ALTERNATIVES TO INSTITUTIONALIZATION, ALTERNATIVES
TO SCHOOL SUSPENSION AND EXPULSION, YOUTH EMPLOYMENT ACTIVITIES, AND BASIC
SKILL TRAINING FOR THE LEARNING DISABLED.



TOTAL FOR STATE:                  $5,383,583                 6
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          CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   46
                       NON-BLOCK AWARDS FILE, FY 69 - 81                    02/24/81
   STATE:  WISCONSIN


   GRANT NO.       AWARD AMOUNT    AWARD DATE      BEGIN DATE    END DATE
   78JSAX0085        $238,244      09/30/78        10/01/78      05/31/81

   FUNDING HISTORY                 PROJECT MONITOR                  STATUS
   0   78   JS        $238,244     WOLFSON, MARK                    ACTIVE

   GRANTEE NAME AND ADDRESS                         PROJECT DIRECTOR
   COUNTY OF DANE, WISCONSIN                        BARBARA KAY
   210 MONA AVENUE
   MADISON, WI 53701

   TITLE:   DANE COUNTY YOUTH RESTITUTION PROGRAM

     REPORT PRODUCED?  N    COST CENTER:  OJJDP-SPECIAL EMPHASIS

   PROJECT SUMMARY
   THE COUNTY OF DANE WILL BE THE GRANTEE FOR THE DANE COUNTY YOUTH RESTITUTION
   PROGRAM WHICH WILL BE ADMINISTERED BY THE DANE COUNTY JUVENILE COURT. HOWEVER,
   THE COURT WILL BE SUBCONTRACTING WITH A NOT-FOR-PROFIT AGENCY TO IMPLEMENT THE
   PROJECT. THE PRIMARY GOAL OF THE PROJECT IS THE ESTABLISHMENT OF A RESTITUTION
   PROCESS WHICH WILL HOLD JUVENILE OFFENDERS ACCOUNTABLE FOR THEIR BEHAVIOR AND
   PROVIDE SOME REDRESS TO VICTIMS OF JUVENILE OFFENSES. THE PROJECT WILL
   IMPLEMENT MONETARY, COMMUNITY SERVICE AND VICTIM SERVICE RESTITUTION MODELS.
   YOUTH WILL BE REFERRED TO THE PROJECT BY THE JUVENILE COURT JUDGE AFTER
   ADJUDICATION. THE AMOUNT AND TYPE OF RESTITUTION WILL BE MEDIATED BY STAFF
   BETWEEN THE VICTIM AND THE OFFENDER, AND THEN, THE CONTRACT WILL BE SUBMITTED
   TO THE JUDGE FOR APPROVAL. OJJDP FUNDS WILL BE USED TO SUPPORT THE YOUTH IN
   EMPLOYMENT SLOTS AND ALSO TO PROVIDE SOME FUNDS TO YOUTH WHO HAVE COMPLETED
   THEIR NEGOTIATED HOURS OF COMMUNITY OR VICTIM SERVICE RESTITUTION AND ARE
   WILLING TO WORK EXTRA HOURS. THE GRANTEE PROJECTS SERVING 120 YOUTH EACH YEAR
   OF THE GRANT OR 240 FOR THE TWO YEAR GRANT.


   GRANT NO.       AWARD AMOUNT    AWARD DATE      BEGIN DATE    END DATE
   78JSAX0099      $1,237,930      09/30/78        11/01/78      02/28/81

   FUNDING HISTORY                 PROJECT MONITOR                  STATUS
   0   78   JS      $1,237,930     WOLFSON, MARK                    ACTIVE

   GRANTEE NAME AND ADDRESS                         PROJECT DIRECTOR
   WISCONSIN DEPARTMENT OF HEALTH, SOC SERV         DENNIS MALONEY
   DIVISION OF COMMUNITY SERVICE
   ONE WEST WILSON
   MADISON, WI 53702
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TITLE: WISCONSIN JUVENILE RESTITUTION PROJECT

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY

THE WISCONSIN JUVENILE RESTITUTION PROJECT WILL BE ADMINISTERED BY THE WISCONSIN DEPARTMENT OF HEALTH AND SOCIAL SERVICES, COMMUNITY SERVICES DIVISION. THIS AGENCY WILL BE SUBCONTRACTING WITH ELEVEN COURTS THROUGHOUT THE STATE TO ADMINISTER RESTITUTION PROJECTS FOR THEIR JURISDICTION. THESE JURISDICTIONS ARE: ASHLAND BARRON, BURNETT, CHIPPEWA, DOUGLAS, MARATHON, OZAUKEE, COUNTIES, THE CITY OF GREEN BAY AND THE MENOMINEE TRIBAL RESERVATION. WHILE SPECIFIC DETAILS ON THE IMPLEMENTATION FOR EACH SITE MAY VARY, THE BASIC ELEMENTS IN EACH SITE WILL BE THE SAME. THE GOAL IS TO ESTABLISH A RESTITUTION PROJECT THAT WILL ENABLE A SUBSTANTIAL PORTION OF THE ADJUDICATED DELINQUENT OFFENDERS, WHO ARE REFERRED TO THE PROJECT, TO COMPLETE EITHER MONETARY RESTITUTION, OR COMMUNITY SERVICE RESTITUTION. THE SPECIFIC ORGANIZATIONAL STRUCTURE FOR THE PROJECT FOR EACH SITE WILL VARY, HOWEVER, ALL SITES WILL ESTABLISH A COMMUNITY BOARD WHICH WILL NEGOTIATE THE AMOUNT OR TYPE OF RESTITUTION ONCE THE YOUTH HAS BEEN ORDERED TO MAKE RESTITUTION BY THE COURT. THE NEGOTIATED CONTRACT WILL THEN GO BACK TO THE COURT FOR APPROVAL. EACH SITE WILL ESTABLISH, EMPLOYMENT AND COMMUNITY SERVICE SLOTS TO WHICH PROJECT YOUTH CAN BE REFERRED. THE APPLICANT PROJECTS SERVING 546 YOUTH EACH YEAR OR 1092 OVER THE FIRST TWO YEARS OF THE PROJECT.

TOTAL FOR STATE: $1,476,174 2

STATE: PUERTO RICO

GRANT NO.	AWARD AMOUNT	AWARD DATE	BEGIN DATE	END DATE
78EDAX0175	$279,620	09/30/78	10/15/78	12/31/80

FUNDING HISTORY				PROJECT MONITOR	STATUS
0	78	ED	$279,620	DIAZ, MONSERRATE	END-DATE PASSED

GRANTEE NAME AND ADDRESS	PROJECT DIRECTOR
PUERTO RICO DEPT OF ADDICTION SERVICES PO BOX B-Y RIO PIEDRAS STATION RIO PIEDRAS, PR 00928	TO BE NAMED

TITLE: CARISMA

REPORT PRODUCED? N COST CENTER: OJJDP-SPECIAL EMPHASIS

PROJECT SUMMARY

CARISMA (COMMUNITY ACTION FOR RESTITUTION IN SERVICES FOR MINOR'S ACHIEVEMENT) IS BEING IMPLEMENTED BY PUERTO RICO DEPARTMENT OF ADDICTION SERVICES IN TWO JUDICIAL DISTRICTS: ARECIBO JUDICIAL DISTRICT, WHICH INCLUDES THE MUNICIPALITIES OF ARECIBO, BARCELONETA, CAMUY, QUEBRADILLAS, CIALES, HATILLO, MANATI, FLORIDA, AND MOROVIS; BAYAMON JUDICIAL DISTRICT WHICH INCLUDES BAYAMON, CATANO, COROZAL, DORADO, GUAYNABO, NARANJITO, TOA ALTA, TOA BAJA, VEGA ALTA AND VEGA BAJA. THESE AREAS WERE CHOSEN BECAUSE OF THE EVIDENCE WHICH SHOWS A HIGH INCIDENCE OF JUVENILE DELINQUENCY. THE PROGRAM WILL BE ADMINISTERED BY THE DEPARTMENT OF ADDICTION SERVICES IN THE TWO SITES ALREADY MENTIONED. THE MUNICIPALITIES VARY IN NATURE FROM RURAL TO METROPOLITAN/SUBURBAN. THE GOAL OF THE PROJECT IS TO INVOLVE AND SERVE 166 ADJUDICATED YOUTH IN THE TWO YEAR PROJECT PERIOD, AGES 10 TO 18, FOR ANY OFFENSE WITH THE EXCEPTIONS OF MURDER, INVOLUNTARY HOMICIDE, VIOLATIONS OF THE CONTROLLED SUBSTANCES ACT, INCORRIGIBILITY, AND ANY VICTIMLESS CRIME. THE YOUTH MUST FREELY ACCEPT CARISMA AS AN ALTERNATIVE TO INSTITUTIONALIZATION. BOTH VICTIM AND OFFENDER SHALL AGREE TO MEANS OF A WRITTEN CONTRACT TO ACCEPT RESTITUTION AND RESPECT EACH OTHER'S CIVIL RIGHTS.

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      CATEGORICAL AWARDS FOR OJJDP RELATING TO RESTITUTION PROGRAMS     PAGE   49
                    NON-BLOCK AWARDS FILE, FY 69 - 81                    02/24/81

GRANT NO.      AWARD AMOUNT    AWARD DATE     BEGIN DATE    END DATE
81JSAX0020   .   $220,483      01/14/81       01/01/81      10/14/81


FUNDING HISTORY                PROJECT MONITOR                STATUS
D   81  JS        $220,483     DIAZ, MONSERRATE               ACTIVE


GRANTEE NAME AND ADDRESS                      PROJECT DIRECTOR
DEPARTMENT OF ADDICTION SERVICES              VANESSA DAVILA
PO BOX 8-Y
RIO PIEDRAS STATION
RIO PIEDRAS, PR 00928


TITLE:   CARISMA


  REPORT PRODUCED?  N   COST CENTER:  OJJDP-SPECIAL EMPHASIS


PROJECT SUMMARY
CARISMA (COMMUNITY ACTION FOR RESTITUTION IN SERVICES FOR MINOR'S ACHIEVEMENT)
IS BEING IMPLEMENTED BY PUERTO RICO DEPARTMENT OF ADDICTION SERVICES IN THREE
JUDICIAL DISTRICTS: ARECIBO JUDICIAL DISTRICT, WHICH INCLUDES THE
MUNICIPALITIES OF ARECIBO, BARCELONETA, CAMUY, QUEBRADILLAS, CIALES, HATILLO,
MANATI, FLORIDA, AND MOROVIS; BAYAMON JUDICIAL DISTRICT WHICH INCLUDES BAYMON,
CATANO, COROZAL, DORADO, GUAYNABO, NARANJITO, TOA ALTA, TOA BAJA, VEGA ALTA AND
VEGA BAJA. THESE AREAS WERE CHOSEN BECAUSE OF THE EVIDENCE WHICH SHOWS A HIGH
INCIDENCE OF JUVENILE DELINQUENCY; UTUADO JUDICIAL DISTRICT WHICH INCLUDES
LARES, ADJUNTAS AND JAYUYA. THE PROGRAM WILL BE ADMINISTERED BY THE DEPARTMENT
OF ADDICTION SERVICES IN THE TWO SITES ALREADY MENTIONED. THE MUNICIPALITIES
VARY IN NATURE FROM RURAL TO METROPOLITAN/SUBURBAN. THE GOAL OF THE PROJECT IS
TO INVOLVE AND SERVE 120 ADJUDICATED YOUTH IN 11 MONTH CONTINUATION OF A THREE
YEAR PROJECT PERIOD, AGES 10 TO 18, FOR ANY OFFENSE WITH THE EXCEPTIONS OF
MURDER, INVOLUNTARY HOMICIDE, VIOLATIONS OF THE CONTROLLED SUBSTANCES ACT,
INCORRIGIBILITY, AND ANY VICTIMLESS CRIME. THE YOUTH MUST FREELY ACCEPT CARISMA
AS AN ALTERNATIVE TO INSTITUTIONALIZATION. BOTH VICTIM AND OFFENDER SHALL AGREE
TO MEANS OF A WRITTEN CONTRACT TO ACCEPT RESTITUTION AND RESPECT EACH OTHER'S
CIVIL RIGHTS.


TOTAL FOR STATE:                      $500,103                    2
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CATEGORICAL AWARDS FOR CJJDP RELATING TO RESTITUTION PROGRAMS PAGE 50
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GRAND TOTAL: $27,596,565 54

ITEMS RETRIEVED 54

FEBRUARY 1981

MONTHLY REPORT OF THE
NATIONAL JUVENILE RESTITUTION EVALUATION PROJECT

-- SCHEDULE FOR PROJECT DATA REPORTS --

-- SOLE-SANCTION RESTITUTION COMPARED WITH COMBINED DISPOSITIONS --

-- LOCAL EVALUATION RESULTS FROM MAINE PROJECT --

-- ANALYSIS OF MIS DATA --

Peter R. Schneider, PhD, Principal Investigator
Anne L. Schneider, PhD, Co-Principal Investigator
William R. Griffith, MA, Research Associate

INSTITUTE OF POLICY ANALYSIS
777 High Street, Suite 222
Eugene, Oregon 97401

Funding for this report and research was provided by Grant Nos. 77-NI-99-0005 and 79-NJ-AX-0009 from the Law Enforcement Assistance Administration, OJJDP/NIJJDP, Department of Justice, Washington, DC. Points of view or opinions stated in this document are those of the authors, and do not necessarily represent the official position or policies of the Department of Justice.

HIGHLIGHTS OF THE NATIONAL RESTITUTION INITIATIVE IN JUVENILE COURTS

Introduction and Overview

The documented amount of monetary restitution actually paid in the National Juvenile Restitution Initiative has exceeded $1 million, according to data submitted to the Institute of Policy Analysis through the Management Information System.

Monetary restitution has been collected from about 6,500 referrals, who have paid an average of approximately $165 each. Through November 30 about $2.4 million in monetary restitution have been ordered.

Besides the usual analyses of MIS data, this Monthly Evaluation Report also contains a summary of some recent findings regarding restitution as a sole sanction; some results of a local evaluation of the OJJDP-funded project in Maine; and a schedule for the production of two-year Project Data Reports.

Nearly 16,000 young offenders have been referred to restitution projects since the initiative began. More than 11,600 cases have been closed -- about 87 percent of them successfully.

Other highlights of the initiative are as follows:

✓ Nearly 17,000 victims were involved in the offenses that resulted in referrals to restitution projects. Documented victim loss exceeds $8.7 million.

✓ Nearly 178,000 hours of community service, and more than 4,000 hours of victim service have been worked. The amounts ordered are 318,720 and 5,107 hours, respectively.

New Schedule for MERs and PDRs

Evaluation reports from IPA on a monthly basis will be discontinued after the March MER. From that point on, evaluation reports -- featuring

MIS data analyses and including summaries of research findings, local evaluations, and so forth -- will be issued every two months.

In addition, the quarterly Project Data Reports will be discontinued. In their place, two more data reports will be prepared for each project: one at the end of the second year of OJJDP funding, and the other at the end of the third and final year. A schedule for the preparation and mailing of the two-year reports is included in this evaluation report.

The decrease in the frequency of MERs and PDRs was necessitated by a decline in the resources available for the national evaluation. However, the number of cases has grown so large that changes in the national statistics are virtually imperceptible on a month-to-month basis.

SCHEDULE FOR PROJECT DATA REPORTS

In the upcoming months, IPA will be producing Project Data Reports (PDRs) for all restitution projects in the initiative covering their first two years of OJJDP funding. Since not all projects have the same two-year anniversary funding date, the PDRs will be produced on a staggered schedule over the next six months. The PDR schedule is presented below:

The following projects will have PDRs mailed in MARCH, covering all referrals and closures through September 30, 1980.

Delaware State
Washington DC
Lynn, MA
Dane County, WI
New Bedford, MA
Cumberland, ME
Prince Georges, MD
Wayne, MI

The following projects will have PDRs mailed in APRIL, covering all referrals and closures through October 31, 1980.

Charleston, SC
Ventura, CA
Western, AR
Camden, NJ
Rio Piedras, PR
Wisconsin State
Quincy, MA
New Orleans, LA
Jefferson County, KY
El Paso, TX
Geauga Co., OH

The following projects will have PDRs mailed in MAY, covering all referrals and closures through November 30, 1980.

Hennepin Co., MN
New York State
Summit Co., OH
Lucas Co., OH

The following project will have a PDR mailed in JUNE, covering all referrals and closures through December 31, 1980.

Broward Co., FL

The following projects will have PDRs mailed in JULY, covering all referrals and closures through January 31, 1981.

Nevada State
New Jersey State

The following projects will have PDRs mailed in AUGUST, covering all referrals and closures through February 28, 1981.

Washington Co., MN
Boise, ID
Red Lake, MN
Belmont-Harrison, OH
Oklahoma County, OK
Chicago, IL
Norwich, CT
Hamilton Co., OH
Adams-Brown Cos., OH
Clayton Co., GA
Newport News, VA
Washington State

IPA is encouraging all projects to submit MIS intake forms for all referrals received prior to the deadline dates listed above, and MIS closure forms for all referrals closed prior to the deadline dates. Please submit these forms by the tenth of the month preceding the month that your PDR will be mailed (e.g., if your PDR will be mailed in March, we must receive all of your MIS forms by the tenth of February, 1981). Your Evaluation Coordinator will be contacting you with further information regarding the PDRs.

SOLE-SANCTION RESTITUTION COMPARED WITH COMBINED DISPOSITIONS

An important issue in the use of monetary and community service restitution as sanctions for juvenile delinquency is whether they should be used alone, with no other dispositional requirements, or in conjunction with other sanctions such as probation. While some model sentencing codes and proposed juvenile justice standards suggest that sole-sanction restitution is appropriate, it generally is used as a condition of probation and hence an "add-on" sentence.

As part of the national evaluation of the OJJDP-funded juvenile restitution initiative, the Institute of Policy Analysis recently completed a study which compared juvenile offenders who received dispositions of restitution or community service as a sole sanction with those who were given similar sentences as conditions of probation. The research indicated that the "sole sanction" youths had higher program completion rates and lower reoffense rates than those who were given combined dispositions.

The study was based on the records of approximately 7,000 referrals to restitution projects whose cases had been closed. Comparisons were made among youth in three categories based on the degree of court control: those referred to projects as a sole sanction, with no additional requirements; those referred to projects as a condition of probation; and those referred to projects while under a suspended commitment to a state or local youth corrections agency.

According to the data, 95 percent of the offenders who made restitution as a sole sanction completed their court-ordered requirements, as compared with 87 percent in each of the other two categories. Similarly, youths ordered to make restitution as a sole sanction were less likely to commit new offenses. The differences among the categories continued to hold even when other factors -- such as socio-economic status, gender, prior police contacts, and other offense seriousness -- were taken into account.

The complete report may be obtained by writing to the Institute of Policy Analysis, 777 High Street, Suite 222, Eugene, Oregon 97401.

LOCAL EVALUATION RESULTS FROM MAINE PROJECT

Offenders being referred to the OJJDP-funded Restitution Alternative project in southern Maine are similar in most respects to those being incarcerated, according to local evaluator Gary B. Smith and Associates.

A major goal of the study was to determine the extent to which the restitution project is being used as an alternative to incarceration. The study compared youth in four dispositional categories: the restitution project, probation, restitution plus probation, and incarceration.

There were no significant differences among the groups with respect to race, gender and school status. Moreover, youth referred to the restitution project tended to be similar to the incarcerated group with respect to offense seriousness. The data indicated, however, that incarcerated youth tend to have more arrests and more prior convictions.

The success rates for youth in the restitution project parallel those of the initiative as a whole: they range from 74 percent for monetary restitution to 88 percent for community service.

More than half of the victims for whom restitution was ordered were private citizens. About one-third were businesses and 14 percent were public agencies.

ANALYSIS OF MIS DATA

The restitution projects submitting data through the Management Information System (MIS) reported a total of 15,997 referrals and 11,612 case closures through the end of November, 1980. Currently, 83 of the 85 restitution projects are submitting data. Information about the referrals and closures is contained in Tables 1 through 14 and reflects data received by IPA as of January 9, 1981.

Types and Amounts of Restitution

Monetary restitution remains the most common type of restitution ordered, with 67 percent of all plans involving some monetary repayment to the victim (Table 1). The total amount of restitution ordered is currently about $2.4 million and averages about $247 per youth for those ordered to pay some monetary restitution.

The total number of community service hours ordered presently exceeds 318,000 and represents an average of 52 hours per youth for those ordered to complete community service. The total number of victim service hours ordered (5,104) averages about 32 hours for those ordered to complete victim service.

Description of Closed Cases

The 11,612 youths whose cases were closed by the end of November (Table 2) paid a total of $1,076,200 in restitution, worked 177,935 hours in unpaid community service jobs, and completed 4,157 hours of direct victim service.

The cumulative proportion of cases in which the youth completed the restitution requirements as originally ordered (Table 4) is currently 72.7 percent of all closed cases, unchanged from last month's cumulative proportion. When cases closed in full compliance with adjusted requirements are included in the figures, and project-identified ineligibles are excluded, the current rate of successful completion for the initiative is 87 percent.

Information about the status of youths at the time their restitution was completed is contained in Table 10. Most of the youths (85.6 percent) had no subsequent contacts with the juvenile courts after the offense that resulted in a referral to the project and prior to their case closure, although 65 percent remained under some type of court supervision after the completion of their restitution.

Characteristics of Offenders, Offenses, and Victims

The characteristics of referrals to the restitution projects continue to show little change (Table 5). Seventy-one percent of all referrals are white, 76 percent attend school on a full-time basis, 90 percent are male, and their ages average 15.4 years.

The total documented loss currently exceeds $8.7 million, with the majority of victims tending to be persons or households rather than institutions, businesses, or public property (Table 6).

Burglary is the most common offense for which youths are ordered to make restitution (Table 7). Overall, property offenses comprise about 86 percent of all referrals, personal offenses about ten percent, victimless offenses about two percent, and other minor offenses about two percent.

TABLE 1. TYPE AND AMOUNT OF RESTITUTION ORDERED[1]

INTAKE INFORMATION	TRANSFERS	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	CUMULATIVE THROUGH NOV 30, 1980
REFERRALS														
Total number intakes	551	678	811	808	896	902	816	800	807	616	705	652	440	15,997
Number of projects reporting	16	69	72	75	77	78	84	84	83	83	83	83	83	83
TYPE OF RESTITUTION														
Total number of plans	529	635	734	752	787	817	721	713	714	537	581	538	392	14,605
# monetary restitution plans	367	358	430	463	445	401	383	401	418	300	295	288	225	8,063
# community service plans	80	184	191	199	242	297	251	216	225	173	210	191	125	4,499
# victim service plans	0	8	11	4	5	6	1	2	2	4	4	1	0	90
# with court costs, fines (only)	56	5	3	7	6	1	4	0	0	3	2	0	2	255
# monetary and community service	26	76	97	78	85	106	80	90	67	55	65	53	40	1,613
# monetary and victim service	0	3	2	1	2	3	2	2	1	2	2	1	0	51
# community and victim service	0	1	0	0	2	3	0	1	1	0	0	4	0	18
# other plans	0	0	0	0	0	0	0	1	0	0	3	0	0	16
# no plans or missing data	22	43	77	56	109	85	95	87	93	79	124	114	48	1,392
AMOUNT OF RESTITUTION ORDERED														
Monetary restitution ordered (in thousands of dollars)	$91.5	$104.8	$128.7	$122.4	$133.9	$138.4	$121.0	$124.8	$115.0	$99.7	$103.1	$90.3	$74.9	$2,399.8
Community service hours ordered	6,162	13,492	14,421	15,962	17,987	22,095	19,114	16,878	18,059	12,889	15,771	13,387	8,570	318,720
Victim service hours ordered	-	215	640	377	341	620	46	181	127	94	217	66	-	5,104

Entries in the table represent **MIS intake forms** on project referrals through November 30, 1980 that were received at IPA by January 9, 1981. Plans involving court costs, fines, and/or attorney's fees are listed separately under type of restitution only if no other type of monetary or non-monetary restitution was involved. When court costs (fines, etc.) were ordered along with another type of restitution, then the plan was listed under the latter category. The amounts of restitution ordered do not include any court costs, fines, or attorney's fees.

TABLE 2. TYPE AND AMOUNT OF RESTITUTION COMPLETED FOR CLOSED CASES[1]

CLOSURE INFORMATION	TRANSFERS	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	CUMULATIVE THROUGH NOV. 30, 1980
CLOSURES														
Total number of closures	461	520	550	593	621	638	567	805	876	797	642	645	543	11,612
# completed as originally ordered	300	373	401	418	413	437	406	593	654	599	435	414	350	8,411
# completed with adjustments	35	31	32	23	33	38	34	41	71	61	51	42	29	689
# closed for other reasons	126	116	117	152	175	163	127	171	151	137	156	189	164	2,512
TYPE OF RESTITUTION FOR CLOSED CASES														
Total number of plans	443	481	492	539	547	555	508	735	821	730	568	547	442	10,552
# monetary restitution	293	242	258	304	324	265	271	369	453	395	327	310	255	5,743
# community service	74	163	155	149	155	210	186	266	245	239	166	160	133	3,356
# victim service	0	5	8	5	5	3	4	3	9	4	4	2	3	80
# with court costs, fines (only)	53	12	3	28	7	2	3	4	1	0	2	0	0	203
# monetary and community service	22	54	60	51	54	73	42	91	108	87	65	72	48	1,087
# monetary and victim service	0	1	5	1	2	0	1	1	1	3	3	2	2	42
# community and victim service	1	1	2	0	0	1	1	0	1	1	0	1	0	14
# other plans	0	3	1	1	0	1	0	1	3	1	1	0	1	27
# no plans or missing data	18	39	58	54	74	83	59	70	55	67	74	98	101	1,060
AMOUNT OF RESTITUTION COMPLETED														
Monetary restitution paid (in thousands of dollars)	$47.2	$43.6	$42.4	$48.3	$57.1	$48.9	$48.2	$76.4	$96.5	$96.4	$71.0	$69.7	$64.7	$1,076.2
Community service hours worked	4,447	8,150	9,047	6,528	8,739	11,460	9,269	13,434	13,706	17,250	12,192	10,201	7,939	177,935
Victim service hours worked	-	134	670	182	202	84	859	129	388	104	131	75	72	4,157

[1] Data on case closures include all closures through November 10, 1980 for which MIS closure forms were received at IPA by January 9, 1981. Court costs and fines are not included in the amount of restitution completed. More detailed information on reasons for closing cases is in Table 4.

TABLE 3. SOURCE OF MONETARY RESTITUTION FOR CLOSED RESTITUTION CASES[1]

MONETARY RESTITUTION	TRANSFERS	DEC	JAN	FEB	MARCH	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	CASES CLOSED THROUGH NOV. 30, 1980
SOURCE OF MONETARY RESTITUTION														
% from youths	81%	90%	88%	90%	89%	94%	89%	92%	93%	96%	94%	93%	89%	91%
% from parents	17%	8%	9%	10%	10%	5%	7%	10%	6%	3%	5%	6%	9%	8%
% from other	1%	2%	4%	0%	0%	0%	1%	1%	1%	0%	0%	1%	2%	1%
TOTALS	99%	100%	101%	100%	99%	99%	97%	103%	100%	99%	99%	100%	100%	100%
SOURCE OF YOUTHS' MONETARY RESTITUTION														
% from employment found by youths	49%	33%	33%	35%	31%	29%	38%	35%	20%	26%	30%	29%	25%	30%
% from employment found by project	47%	62%	60%	59%	64%	66%	56%	60%	70%	70%	64%	64%	65%	64%
% from savings or other sources	5%	5%	8%	6%	5%	5%	6%	6%	9%	3%	6%	9%	10%	7%
TOTALS	101%	100%	101%	100%	100%	100%	100%	101%	99%	99%	100%	102%	100%	101%
EARNINGS AND SUBSIDY														
Total reported earnings	$21,936	$42,154	$38,070	$44,72[illegible]	$50,094	$41,696	$44,669	$71,030	$99,258	$101,452	$67,958	$59,976	$58,751	$1,002,578
Total subsidy from project funds	$10,220	$33,882	$28,440	$34,064	$43,837	$34,465	$34,577	$56,538	$79,992	$78,70[illegible]	$57,566	$49,942	$42,913	$784,409
% of earnings kept by youths	33%	33%	34%	37%	30%	24%	30%	31%	31%	28%	33%	30%	29%	32%

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[1] The reported earnings shown in the lower portion of the table include project subsidies and any dollars earned in addition to the subsidized amounts that were known to the project.

TABLE 4. COMPLETION OF ORIGINAL RESTITUTION REQUIREMENTS

CLOSURE INFORMATION	TRANSFERS	DEC	JAN	FEB	MAR	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	ALL CASES CLOSED THROUGH NOV. 30, 1980
REASON FOR CLOSURE (# of cases)	461	520	550	592	621	638	567	805	876	796	638	633	522	11,571
% closed with full compliance	64%	71%	72%	71%	67%	68%	72%	74%	75%	75%	68%	65%	67%	72.7%
% closed with adjustments	7%	6%	5%	4%	5%	6%	6%	5%	8%	8%	8%	6%	5%	6.0%
% project identified ineligible	6%	10%	11%	7%	13%	10%	9%	9%	6%	8%	11%	15%	16%	9.2%
% never placed	1%	1%	1%	0%	1%	1%	1%	1%	1%	1%	1%	1%	1%	0.4%
% lost positions	1%	1%	1%	2%	1%	1%	1%	1%	1%	1%	1%	1%	1%	0.7%
% unsuccessful in meeting restitution requirements	9%	4%	3%	3%	3%	4%	3%	3%	3%	3%	2%	5%	2%	3.5%
% youths refused to participate	1%	1%	2%	2%	2%	2%	2%	2%	1%	1%	1%	2%	2%	1.7%
% closed due to subsequent offense	2%	1%	2%	2%	3%	3%	3%	1%	2%	1%	4%	2%	2%	2.0%
% closed because youths committed to secure facility	1%	1%	1%	1%	2%	1%	1%	1%	1%	1%	1%	1%	1%	0.8%
% other	8%	4%	2%	8%	3%	4%	2%	3%	2%	1%	3%	2%	3%	3.1%
TOTALS	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%
PROPORTION OF ORIGINAL ORDERS COMPLETED														
% of dollars paid	63%	71%	81%	77%	78%	69%	81%	76%	79%	84%	80%	79%	83%	76%
% of community service hours worked	81%	81%	76%	77%	74%	74%	75%	79%	78%	85%	92%	78%	84%	79%
% of victim service hours worked[1]	-	97%	345%	170%	146%	153%	291%	100%	62%	79%	24%	203%	100%	113%

[1] These figures will exceed 100 percent in some instances because of adjustments in restitution orders where more victim service is worked than was ordered, or where victim service is worked in lieu of or in addition to monetary restitution or unpaid community service.

TABLE 5. DEMOGRAPHIC CHARACTERISTICS OF OFFENDERS

CHARACTERISTIC	TRANSFERS	DEC	JAN	FEB	MARCH	APRIL	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	ALL REFERRALS THROUGH NOV. 30, 1980
RACE (# of cases)	(540)	(660)	(805)	(795)	(881)	(888)	(802)	(787)	(797)	(602)	(693)	(648)	(432)	(15,697)
White	80%	73%	71%	70%	69%	68%	69%	69%	71%	70%	66%	67%	66%	71.2%
Black	14%	21%	21%	25%	26%	28%	25%	26%	24%	25%	29%	28%	28%	23.2%
Mexican	4%	2%	1%	2%	1%	1%	1%	1%	1%	1%	1%	1%	2%	1.4%
Native American	1%	2%	3%	1%	1%	1%	1%	1%	1%	2%	1%	1%	1%	1.6%
Puerto Rican	0%	1%	3%	1%	1%	1%	3%	2%	2%	1%	2%	1%	1%	1.6%
Other	1%	1%	1%	1%	2%	1%	1%	1%	1%	1%	1%	2%	2%	0.9%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%
SCHOOL STATUS (# of cases)	(487)	(659)	(759)	(768)	(832)	(853)	(779)	(769)	(783)	(594)	(674)	(625)	(419)	(15,227)
Full-time	76%	76%	77%	73%	77%	72%	73%	78%	80%	83%	85%	78%	82%	76.4%
Not in School	21%	21%	18%	22%	20%	24%	23%	20%	17%	15%	12%	17%	17%	19.5%
Other	3%	3%	5%	5%	3%	4%	4%	2%	3%	2%	3%	5%	1%	4.1%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%
SEX (# of cases)	(546)	(676)	(811)	(805)	(893)	(899)	(811)	(794)	(800)	(613)	(703)	(651)	(436)	(15,922)
Male	92%	89%	90%	91%	90%	90%	93%	89%	91%	89%	91%	89%	93%	89.9%
Female	8%	11%	10%	9%	10%	10%	7%	11%	9%	11%	9%	11%	7%	10.1%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%
AGE (# of cases)	(539)	(672)	(802)	(801)	(889)	(894)	(803)	(793)	(792)	(603)	(692)	(638)	(438)	(15,772)
Average age	15.1	15.1	15.3	15.4	15.3	15.4	15.5	15.3	15.4	15.3	15.3	15.5	15.3	15.4
INCOME (# of cases)	(337)	(341)	(458)	(452)	(504)	(533)	(465)	(471)	(516)	(380)	(399)	(343)	(276)	(9,251)
Median income	$9,001	$12,000	$12,000	$12,000	$12,000	$14,000	$12,000	$12,300	$12,000	$12,000	$12,000	$12,500	$12,000	$12,000

TABLE 6. CHARACTERISTICS OF VICTIMS[1]

VICTIM INFORMATION	TRANSFERS	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	ALL REFERRALS THROUGH NOV. 30, 1980
Total number of victims	539	724	866	835	930	947	921	867	843	665	783	655	496	16,863
Total reported victim loss, in thousands of dollars (based on date from 12,924 intake forms)	$221.1	$226.8	$390.0	$344.8	$454.0	$329.2	$388.6	$569.1	$355.0	$392.1	$298.5	$315.3	$168.9	$8,757.2
Total reported amount recovered by victim from insurance and other sources[2] (based on data from 11,815 intakes) in thousands of dollars	$45.7	$67.7	$143.6	$118.0	$183.0	$81.3	$163.3	$177.3	$125.1	$123.0	$89.7	$98.3	$45.8	$3,000.6
Proportion of referrals involving personal or household victims	64%	66%	66%	66%	66%	66%	67%	68%	66%	65%	68%	72%	70%	66%
Proportion of referrals involving schools or other public property as victim	13%	14%	13%	12%	13%	13%	13%	15%	12%	13%	10%	7%	13%	13%
Proportion of referrals involving institutional victims (stores or businesses)	29%	26%	26%	26%	26%	26%	25%	23%	26%	28%	27%	24%	21%	27%

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[1] The number of victims reported in Row 1 may exceed the total number of intakes shown on previous tables because some incidents have multiple victims. The percentages shown in the lower portion of the table may exceed 100 percent because some incidents involve more than one type of victim and both are coded.

[2] A small proportion of this--about 12 percent--is restitution from co-offenders.

TABLE 7. TYPES OF OFFENSES[1]

OFFENSE	TRANSFERS	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	REFERRALS THROUGH NOV. 30, 1980
TYPE OF OFFENSE (# of cases)	(535)	(676)	(810)	(808)	(896)	(901)	(815)	(800)	(807)	(616)	(705)	(652)	(440)	(15,965)
Burglary	32%	34%	36%	34%	33%	34%	39%	35%	35%	38%	36%	35%	35%	34.5%
Larceny	13%	18%	17%	20%	20%	19%	19%	20%	20%	19%	20%	19%	21%	19.1%
Vandalism	17%	14%	16%	13%	13%	15%	11%	15%	14%	14%	14%	14%	15%	13.4%
Motor Vehicle Theft	12%	11%	11%	10%	9%	9%	9%	10%	10%	7%	7%	11%	8%	9.6%
Assault	4%	6%	6%	7%	6%	5%	5%	5%	5%	5%	7%	6%	4%	5.4%
Robbery	3%	3%	4%	4%	4%	3%	4%	3%	3%	2%	4%	3%	5%	3.2%
Rape	0%	0%	0%	0%	1%	1%	1%	0%	0%	0%	0%	1%	1%	0.1%
Other Personal Offenses	1%	2%	1%	1%	1%	1%	1%	1%	3%	1%	2%	1%	3%	1.4%
Other Property Offenses	11%	8%	7%	8%	9%	8%	8%	9%	8%	10%	7%	8%	5%	9.1%
Other Minor Offenses	2%	2%	1%	2%	2%	2%	1%	1%	1%	2%	2%	1%	2%	1.7%
Victimless Offenses	5%	2%	1%	1%	2%	3%	2%	1%	1%	2%	1%	1%	1%	2.3%
TOTALS	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%

[1] Offenses are coded by IPA personnel from the narrative description of the offense contained on the NIS form. Coding categories and rules are those used in the Uniform Crime Reports (UCR). Offense classifications shown in this table reflect the actual event, as described on the NIS form, and not necessarily the offense charged.

TABLE 8. SERIOUSNESS OF REFERRAL OFFENSES[1]

SERIOUSNESS CATEGORY	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	REFERRALS THROUGH NOV. 30, 1980
Number of cases	669	796	792	861	869	787	792	795	608	700	650	436	15,106
Victimless: Includes traffic accidents or tickets, status offenses, drugs, alcohol, gambling, prostitution, and probation violations.	2%	2%	1%	2%	3%	3%	2%	2%	2%	1%	1%	1%	2.3%
Minor Offenses: Minor offenses not easily classified as property or personal, such as disorderly conduct.	1%	2%	2%	1%	1%	1%	1%	1%	2%	2%	1%	2%	1.6%
Minor Property: Any property offense with loss/damage of $10 or less, except burglary.	11%	9%	10%	15%	12%	15%	15%	14%	15%	17%	15%	17%	13.1%
Minor Personal: Resisting or obstructing an officer, coercion, hazing, other similar UCR Part II offenses.	2%	1%	2%	3%	3%	1%	1%	2%	1%	2%	2%	2%	2.1%
Moderate Property: Burglaries with loss/damage of $10 or less and any other type of property offense with loss/damage of $11 to $250.	28%	28%	26%	28%	30%	26%	27%	30%	29%	27%	36%	25%	28.2%
Serious Property: Burglaries with loss/damage of $11 to $250 and any other property offense with loss/damage greater than $250.	31%	31%	31%	28%	27%	27%	29%	27%	26%	24%	21%	23%	28.0%
Very Serious Property: Burglaries with loss/damage of $250 or more.	15%	19%	18%	15%	17%	18%	17%	16%	18%	16%	15%	20%	17.1%
Serious Personal: Unarmed robberies and non-aggravated assaults with loss of $250 or less.	5%	4%	5%	4%	3%	5%	4%	4%	2%	5%	4%	5%	3.9%
Very Serious Personal: Unarmed robberies and non-aggravated assaults with losses exceeding $250 and all UCR Part I personal crimes including rape, armed robbery, aggravated assault.	4%	4%	5%	4%	4%	4%	4%	4%	5%	6%	5%	5%	3.7%
TOTALS	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%

[1] Offenses are coded by IPA personnel from the narrative description of the offense contained on the MIS forms. Coding categories and rules are those used in the Uniform Crime Reports (UCR). Transfer cases are not included.

TABLE 9. OFFENSE HISTORY OF REFERRALS[1]

CATEGORY	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	REFERRALS THROUGH NOV. 30, 1980
PRIOR OFFENSES (# of cases)	(654)	(778)	(766)	(861)	(868)	(780)	(773)	(767)	(574)	(646)	(597)	(412)	(14,700)
None	50%	54%	49%	51%	49%	51%	51%	52%	57%	56%	53%	48%	51.4%
One	20%	16%	21%	21%	23%	21%	19%	23%	20%	18%	20%	24%	19.9%
Two	10%	11%	12%	10%	11%	10%	11%	10%	9%	11%	9%	12%	10.8%
Three or more	20%	19%	18%	18%	17%	18%	19%	15%	14%	15%	18%	16%	17.9%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%
TOTAL OFFENSES/CHARGES (# of cases)	(678)	(810)	(808)	(896)	(902)	(814)	(799)	(806)	(616)	(704)	(652)	(439)	(15,432)
One	86%	89%	90%	91%	91%	88%	90%	91%	90%	88%	91%	88%	89.0%
Two	10%	7%	7%	7%	6%	8%	7%	5%	7%	6%	6%	8%	6.8%
Three or more	4%	4%	3%	2%	3%	4%	3%	4%	3%	6%	3%	4%	4.1%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%
AVERAGE NUMBER OF PRIOR OFFENSES	1.40	1.37	1.33	1.26	1.35	1.34	1.43	1.18	1.05	1.24	1.28	1.30	1.37
AVERAGE NUMBER OF OFFENSES/CHARGES	1.26	1.23	1.19	1.15	1.16	1.21	1.18	1.19	1.19	1.30	1.16	1.18	1.21

[1] Definitions and coding rules used on this table are as follows: Prior Offenses--all delinquent acts coming to the attention of juvenile court intake prior to the immediate offense; status offenses and traffic violations are not included, nor are allegations screened out due to insufficient evidence. Total Offenses/Charges--total number of separate criminal acts incorporated in the petition for the immediate offense; no offense should be counted in this category if it was counted as a prior offense. Transfer cases are not included in this analysis.

TABLE 10. STATUS OF YOUTHS AT CASE CLOSURE[1]

CHARACTERISTICS	TRANSFERS	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	AUG	SEPT	OCT	NOV	REFERRALS THROUGH NOV. 30, 1980
COURT STATUS (# of cases)	455	517	548	589	612	637	565	802	872	787	636	641	537	11,502
No longer under jurisdiction (%)	50%	40%	34%	36%	28%	32%	27%	37%	33%	30%	33%	32%	28%	34.6%
On probation or supervision (%)	42%	50%	53%	54%	61%	57%	62%	57%	59%	62%	57%	59%	62%	55.5%
Court review scheduled (%)	3%	8%	10%	8%	10%	10%	12%	7%	10%	8%	8%	10%	8%	9.4%
Other (%)	8%	13%	12%	11%	13%	8%	9%	7%	8%	8%	9%	10%	10%	9.7%
LIVING SITUATION (# of cases)	435	507	546	579	510	631	558	789	867	790	637	639	532	11,358
Living with family, guardian, relatives (%)	82%	89%	87%	88%	86%	88%	88%	90%	90%	93%	90%	91%	91%	89.1%
Non-secure, out-of-home placement (%)	5%	4%	6%	4%	4%	3%	4%	4%	3%	3%	2%	3%	3%	3.7%
Secure facility (%)	6%	4%	4%	5%	8%	6%	5%	4%	5%	3%	5%	5%	5%	4.9%
Other (%)	7%	3%	3%	3%	2%	3%	3%	2%	2%	1%	3%	1%	1%	2.3%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%
EMPLOYMENT SITUATION (# of cases)	461	520	550	593	621	638	567	805	876	797	642	645	543	11,612
Not employed (does not want to work)(%)	19%	36%	28%	30%	33%	29%	30%	22%	29%	33%	34%	36%	36%	28.6%
Unemployed (wants work but has no job)(%)	13%	22%	27%	23%	23%	26%	29%	29%	26%	31%	30%	26%	25%	26.3%
Employed (%)	35%	25%	28%	26%	26%	29%	26%	33%	33%	24%	22%	26%	20%	28.1%
Other (%)	33%	17%	17%	21%	18%	16%	15%	16%	12%	12%	14%	12%	19%	17.0%
TOTAL	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100.0%
RECONTACT (# of cases)	448	511	538	585	608	624	553	788	860	786	623	639	500	11,241
Recontact for noncompliance (%)	11%	6%	4%	4%	7%	8%	8%	6%	5%	4%	4%	8%	6%	5.7%
Recontact on subsequent offense (%)	25%	10%	13%	13%	13%	14%	11%	9%	9%	10%	12%	8%	9%	10.7%
No subsequent contacts (%)	68%	85%	84%	95%	83%	81%	83%	86%	88%	89%	86%	87%	87%	85.6%

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[1] Entries in the "Court Status" category may exceed 100% because some youths were on probation and had a court review scheduled. These youths were coded into both categories. Similarly, the entries under "Recontact with Court" can exceed 100% since some youths had a recontact both for noncompliance with the restitution orders and for a subsequent offense. These youths were coded into both of the recontact categories.

TABLE 11. CROSSTABULATION OF SERIOUSNESS LEVEL AND OFFENSE HISTORY[1]

SERIOUSNESS OF REFERRAL OFFENSE	PRIOR AND CONCURRENT DELINQUENT OFFENSES KNOWN TO COURT OFFICIALS[2]							TOTAL PERCENT
	0	1	2	3	4	5	6+	
Number of Cases	6,557	3,081	1,715	1,065	636	410	909	14,373
Victimless: Includes traffic accidents or tickets, status offenses, drugs, alcohol, gambling, prostitution, and probation violations.	1.0%	0.6%	0.3%	0.2%	0.1%	0.1%	0.1%	2.3%
Minor Offenses: Minor offenses not easily classified as property or personal, such as disorderly conduct.	0.7%	0.4%	0.1%	0.1%	0.1%	0.0%	0.1%	1.6%
Minor Property: Any property offense with loss/damage of $10 or less except burglary and arson.	6.3%	2.5%	1.3%	1.0%	0.5%	0.3%	0.7%	12.8%
Minor Personal: Resisting or obstructing an officer, coercion, hazing, other similar UCR PART II offenses.	0.8%	0.5%	0.4%	0.1%	0.1%	0.1%	0.2%	2.1%
Moderate Property: Burglaries and arsons with loss/damage of $10 or less and any other type of property offense with loss/damage of $11 to $250.	12.6%	6.3%	3.4%	2.1%	1.2%	0.7%	1.8%	28.2%
Serious Property: Burglaries and arsons with loss/damage of $11 to $250 and any other property offense with loss/damage greater than $250.	13.7%	5.8%	3.3%	1.9%	1.2%	0.8%	1.5%	28.3%
Very Serious Property: Burglaries and arsons with loss/damage of $250 or more.	6.8%	3.8%	2.3%	1.3%	0.8%	0.6%	1.6%	17.1%
Serious Personal: Unarmed robberies and non-aggravated assaults with loss of $250 or less.	1.8%	0.8%	0.5%	0.3%	0.1%	0.1%	0.2%	3.8%
Very Serious Personal: Unarmed robberies and non-aggravated assaults with losses exceeding $250 and all UCR Part I personal crimes including rape, armed robbery, aggravated assault.	1.9%	0.7%	0.4%	0.3%	0.2%	0.1%	0.1%	3.7%
TOTAL PERCENT	45.6%	21.4%	11.9%	7.4%	4.4%	2.9%	6.3%	100.0%

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[1] Offenses are coded by IPA personnel from the narrative description of the offense contained on the MIS forms. Coding categories and rules are those used in the Uniform Crime Reports (UCR). Transfer cases are not included.

[2] These figures include prior offenses resulting in a court contact and concurrent offenses. No incident is counted both as a prior offense and as a concurrent offense.

TABLE 12. NUMBER OF REFERRALS AND CASE CLOSURES, BY PROJECT[1]

PROJECT	FIRST REFERRAL DATE	MARCH AND EARLIER		APRIL THRU JUNE		JULY THRU SEPT		OCT		NOV		CUMULATIVE TOTAL	
		I	C	I	C	I	C	I	C	I	C	I	C
LOCAL GRANTS													
AR, Western	5/10/79	112	65	25	24	33	45	11	7	9	8	190	149
CA, Ventura Co.	1/15/79	254	136	62	52	31	57	6	10	1	12	354	267
CT, Norwich	5/7/79	110	63	35	32	39	58	7	7	15	5	206	165
DC, Washington	5/14/79	200	107	65	71	44	52	10	22	5	16	324	268
FL, Broward Co.	5/1/79	191	78	53	32	34	63	8	22	0	13	286	208
GA, Clayton Co.	6/27/79	129	58	30	44	16	28	9	9	9	4	198*	143
ID, 4th Judicial Dist.	4/9/79	416	256	109	119	79	105	36	32	12	65	700*	621*
IL, Chicago	7/9/79	73	9	33	9	26	22	8	11	1	1	141	52
KY, Jefferson Co.	2/14/79	169	112	38	42	47	52	17	12	26	10	297	228
LA, New Orleans	4/11/79	75	15	43	30	64	55	17	23	22	14	221	137
ME, Cumberland Co.	10/2/79	134	113	17	8	22	20	7	8	0	7	180	156
MD, Prince George's Co.	4/2/79	391	181	109	50	73	80	29	12	37	16	639	339
MA, Lynn	12/6/78	187	107	21	36	39	37	2	15	0	4	249	199
MA, New Bedford	2/1/79	83	55	15	13	7	16	0	5	0	0	105	89
MA, Quincy	1/1/79	374	216	105	42	90	70	17	35	11	13	694*	442*
MA, Westfield	10/31/78	49	27	15	16	7	14	0	2	0	6	73*	67*
MI, Wayne Co.	4/12/79	400	179	228	90	241	174	105	93	58	48	1032	584
MN, Hennepin Co.	3/16/79	938	556	88	173	3	70	0	8	0	6	1033*	816*
MN, Red Lake Reservation	2/28/80	4	0	0	0	3	1	0	1	0	0	7	2
MN, Washington Co.	3/15/79	204	150	37	39	27	28	10	6	6	1	284	224
NH, Concord[2]	12/1/78	15	9	0	3	0	0	0	0	0	0	15	12
NJ, Camden Co.	1/8/78	438	325	85	58	36	65	17	13	9	14	585	475
OH, Adams-Brown Co.s	5/1/79	14	9	3	4	2	5	0	1	1	0	20	19
OH, Geauga Co.	1/8/79	131	80	89	58	109	120	18	22	18	20	365	300
OH, Hamilton Co.	5/10/79	117	55	34	18	40	25	6	11	0	8	197	117
OH, Lucas Co.	1/1/79	612	492	64	74	98	99	22	21	12	26	1021*	919*
OH, St. Clairsville	2/23/79	33	25	7	12	11	5	3	0	3	6	57	48
OH, Summit Co.	1/2/79	301	284	49	47	42	45	19	6	12	15	423	397
OK, Oklahoma Co.	5/3/79	38	22	62	25	68	37	20	8	18	5	241*	132*
PR, Rio Piedras	2/20/79	141	95	35	40	28	37	4	5	2	1	210	178
SC, Charleston	2/5/79	181	140	48	46	27	40	7	8	10	10	273	244
TX, El Paso	1/29/78	78	56	10	14	7	12	2	2	5	0	125*	107*
VA, Newport News	5/29/79	63	31	27	26	9	27	8	4	6	5	113	93
WA, Snohomish Co.[2]	1/8/79	96	70	2	26	0	0	0	0	0	0	98	96
WI, Dane Co.	12/1/78	141	101	42	35	17	27	21	0	5	7	239*	183*

(continued)

(continued) TABLE 12. NUMBER OF REFERRALS AND CASE CLOSURES, BY PROJECT[1]

PROJECT	FIRST REFERRAL DATE	MARCH & EARLIER		APRIL THRU JUNE		JULY THRU SEPT		OCT		NOV		CUMULATIVE TOTAL	
		I	C	I	C	I	C	I	C	I	C	I	C
STATEWIDE GRANTS													
Delaware:													
Kent Co.	3/1/79	215	93	24	13	21	24	6	22	8	26	274	178
New Castle Co.	2/24/79	512	174	40	67	32	50	2	4	0	3	586	298
Sussex Co.	3/2/79	172	100	16	25	16	24	2	9	0	4	206	162
Delaware Totals		899	367	80	105	69	98	10	35	8	33	1066	638
Nevada:													
Churchill/Lander/ Eureka Cos.	1/9/79	2	0	7	1	1	6	1	0	0	1	11	8
Clark Co.	5/29/79	153	106	66	47	36	50	15	10	11	12	281	225
Elko Co.	10/4/79	4	0	4	4	3	4	1	1	0	0	12	9
Esmeralda/Mineral/ Nye Cos.	5/11/79	5	4	0	0	1	1	0	0	0	0	6	5
Humboldt/Pershing Cos.	1/26/80	2	0	5	2	6	7	3	4	1	1	17	14
Lyon/Douglas Cos.	5/29/79	23	12	13	6	16	20	2	4	0	2	54	44
Storey Co.	5/24/79	15	8	2	5	3	6	4	1	0	3	24	23
Washoe Co.	10/10/79	43	37	19	17	33	35	5	2	8	4	108	95
White Pine/Lincoln Cos.	10/5/79	8	3	0	4	8	0	0	0	0	1	16	8
Nevada Totals		255	170	116	86	107	129	31	22	20	24	529	431
New Jersey:													
Atlantic Co.	12/19/79	10	2	10	1	5	1	0	0	0	0	25	4
Bergen Co.	1/7/79	20	1	26	6	37	24	13	7	4	5	100	43
Burlington Co.	12/3/79	26	2	20	7	19	13	3	4	0	3	68	29
Cape May Co.	10/11/79	17	3	3	4	0	0	0	0	0	0	20	7
Cumberland Co.	1/30/80	2	0	0	0	0	0	0	0	0	0	2	0
Essex Co.	9/19/79	24	1	10	1	14	6	6	4	2	0	56	12
Hudson Co.	9/13/79	33	4	26	9	19	13	6	5	4	5	88	36
Hunterdon Co.	4/17/80	0	0	1	0	0	0	0	0	0	0	1	0
Mercer Co.	11/28/79	29	6	36	12	19	18	8	4	9	3	101	43
Middlesex Co.	9/14/79	12	2	10	2	5	3	7	0	4	1	38	8
Monmouth Co.	12/21/79	9	0	19	2	8	14	5	2	1	2	42	20
Ocean Co.	9/24/79	9	0	13	0	7	1	0	0	0	0	29	1
Passaic Co.	10/16/79	33	3	40	0	8	1	1	2	0	0	82	6
Salem Co.	10/9/79	23	2	16	6	1	0	0	0	0	0	40	8
Sussex Co.	4/[illegible]/80	0	0	1	0	0	0	0	0	0	0	1	0
New Jersey Totals		247	26	231	50	142	94	49	28	24	19	693	217

(continued)

(continued) TABLE 12. NUMBER OF REFERRALS AND CASE CLOSURES BY PROJECT[1]

PROJECT	FIRST REFERRAL DATE	MARCH & EARLIER		APRIL THRU JUNE		JULY THRU SEPT		OCT		NOV		CUMULATIVE TOTAL	
		I	C	I	C	I	C	I	C	I	C	I	C
New York:													
Nassau Co.	3/15/79	249	167	69	69	86	64	20	22	6	20	430*	348*
Suffolk Co.	3/29/79	126	72	32	14	20	25	1	10	0	0	202*	124*
Upstate Cos.	3/22/79	110	57	30	26	31	41	1	8	2	15	178*	150*
New York Totals		485	296	131	109	137	130	22	40	8	35	830*	622*
Washington:													
Benton/Franklin Cos.	2/9/79	47	19	11	13	10	14	0	0	7	1	79*	51*
Clark Co.	8/23/79	47	11	40	13	15	15	3	24	5	4	110	67
Grays Harbor Co.	3/1/79	148	75	25	36	32	26	7	4	5	10	259*	188*
King Co.	5/1/79	222	160	61	86	36	49	13	6	11	7	343	308
Mason Co.	3/1/79	79	32	7	20	4	10	0	0	0	0	108*	78*
Seattle	12/5/79	30	5	29	27	22	14	17	12	11	8	109	66
Washington Totals		573	303	173	195	119	128	40	46	39	30	1008*	758*
Wisconsin:													
Ashland Co.	5/5/79	22	14	0	6	3	2	1	1	2	0	28	23
Barron Co.[2]	4/4/79	4	3	0	0	0	0	0	0	0	0	4	3
Chippewa Co.	3/6/79	46	25	9	5	19	24	6	5	1	2	81	61
Douglas Co.	8/23/79	14	1	4	5	6	5	2	0	4	1	30	12
Eau Claire Co.	5/12/80	0	0	5	0	7	1	0	1	1	1	13	3
Fond du Lac	5/12/80	0	0	1	0	3	1	3	1	1	1	8	3
Green Bay	3/29/79	41	29	14	13	19	15	4	5	5	5	83	67
Kenosha Co.	2/26/80	1	0	22	4	37	18	10	8	6	6	76	36
Marathon Co.	2/24/79	48	30	2	5	4	10	3	1	1	2	58	48
Menominee Reservation	3/6/79	79	48	7	1	11	27	0	5	1	5	98	86
Outagamie Co.	5/16/79	37	16	9	7	9	15	8	1	3	4	66	43
Racine Co.	5/6/80	0	0	10	1	4	11	8	0	2	6	24	18
Rock Co.	2/5/79	51	29	14	10	12	16	9	5	1	3	87	63
Walworth Co.	2/28/79	14	4	5	0	1	0	0	0	0	0	20	4
Wisconsin Totals		357	199	102	57	135	145	54	33	28	36	676	470

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[1] Entries in the table represent MIS intake and closure forms for cases referred or closed through November 30, 1980 that were received at IPA by January 9, 1981.

[2] These projects are closed.

*Includes transfers.

TABLE 13. AMOUNT OF RESTITUTION ORDERED, BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
LOCAL GRANTS							
AR, Western	$$	$17,994	$7,735	$2,872	$1,363	$984	$30,948
	C.S.Hrs.	145	704	469	104	24	1,446
	Vic.Hrs	28	0	8	0	0	36
CA, Ventura Co.	$$	$48,095	$16,431	$5,827	$675	$50	$71,078
	C.S.Hrs.	6,731	1,116	1,012	326	0	9,185
	Vic.Hrs	154	0	100	0	0	254
CT, Norwich	$$	$14,988	$5,701	$2,591	$1,600	$550	$25,430
	C.S.Hrs.	2,576	1,205	825	125	390	5,121
	Vic.Hrs.	0	0	0	0	0	0
DC, Washington	$$	$2,769	$875	$1,318	$20	0	$4,982
	C.S.Hrs.	13,037	2,923	2,435	395	0	18,790
	Vic.Hrs.	20	90	0	0	0	110
FL, Broward Co.	$$	$44,309	$9,921	$5,179	$1,201	0	$60,610
	C.S.Hrs.	3,305	427	475	60	0	4,267
	Vic.Hrs.	45	0	30	0	0	75
GA, Clayton Co.	$$	$3,865	$2,072	$174	$526	$291	$11,140*
	C.S.Hrs.	1,013	367	236	117	67	1,800
	Vic.Hrs.	0	0	0	0	0	0
ID, 4th Judicial Dist.	$$	$63,629	$7,383	$7,329	$1,632	$1,400	$99,022*
	C.S.Hrs.	1,454	1,136	688	180	190	3,676*
	Vic.Hrs.	565	35	0	0	0	600
IL, Chicago	$$	$17,609	$7,588	$6,165	$733	$300	$32,395
	C.S.Hrs.	37	0	0	0	0	37
	Vic.Hrs.	0	0	0	0	0	0
KY, Jefferson Co.	$$	$30,290	$7,907	$9,694	$2,291	$6,478	$56,660
	C.S.Hrs.	1,196	475	156	448	0	2,276
	Vic.Hrs.	212	0	0	0	0	212
LA, New Orleans	$$	$16,246	$7,636	$8,935	$2,850	$4,700	$40,367
	C.S.Hrs.	0	83	458	456	270	1,267
	Vic.Hrs.						
ME, Cumberland Co.	$$	$17,804	$3,764	$1,731	$755	0	$24,054
	C.S.Hrs.	3,658	767	546	40	0	5,011
	Vic.Hrs.	86	0	3	0	0	89
MD, Prince George's Co.	$$	$130,373	$37,177	$46,843	$9,245	$17,326	$242,964
	C.S.Hrs.	12,534	4,821	1,256	916	316	19,843
	Vic.Hrs.						
MA, Lynn	$$	$25,233	$4,089	$5,955	$275	0	$35,552
	C.S.Hrs.	877	28	625	0	0	1,330
	Vic.Hrs.	14	16	0	0	0	30
MA, New Bedford	$$	$23,896	$4,774	$1,391	0	0	$30,061
	C.S.Hrs.	34	0	0	0	0	34
	Vic.Hrs.	0	0	0	0	0	0
MA, Quincy	$$	$52,403	$9,614	$9,533	$527	$1,569	$88,473*
	C.S.Hrs.	5,791	2,447	2,003	360	418	11,588*
	Vic.Hrs.	307	8	0	0	0	315
MA, Westfield	$$	$6,135	$2,062	$627	0	0	$9,262*
	C.S.Hrs.	265	225	65	0	0	575*
	Vic.Hrs.	0	0	0	0	0	0
MI, Wayne Co.	$$	$39,294	$11,698	$4,342	$2,547	$1,048	$56,929
	C.S.Hrs.	2,298	3,505	4,261	1,800	1,004	12,868
	Vic.Hrs	322	0	0	0	0	322
MN, Hennepin Co.	$$	$94,586	$7,465	$296	0	0	$103,164*
	C.S.Hrs.	13,940	1,280	8	0	0	15,268*
	Vic.Hrs	40	0	0	0	0	40
MN, Red Lake Reservation	$$	$2,125	0	$625	0	0	$2,750
	C.S.Hrs.	0	0	40	0	0	40
	Vic.Hrs	0	0	0	0	0	0
MN, Washington Co.	$$	$13,740	$1,889	$225	$80	$120	$16,054
	C.S.Hrs.	2,391	580	490	110	60	3,631
	Vic.Hrs.	328	20	0	15	0	363

(continued)

(continued)

TABLE 13. AMOUNT OF RESTITUTION ORDERED, BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
NH, Concord[2]	$$	$1,466	0	0	0	0	$1,446
	C.S.Hrs.	113	0	0	0	0	113
	Vic.Hrs	20	0	0	0	0	20
NJ, Camden Co.	$$	$25,709	$6,402	$3,681	$1,305	$267	$37,364
	C.S.Hrs.	7,337	1,580	610	255	150	9,932
	Vic.Hrs.	63	0	0	0	0	63
OH, Adams-Brown Cos.	$$	$7,166	$757	$372	0	$440	$8,735
	C.S.Hrs.	560	120	80	0	40	800
	Vic.Hrs.	40	0	0	0	0	40
OH, Geauga Co.	$$	$27,768	$10,345	$11,268	$1,609	$625	$51,615
	C.S.Hrs.	80	1,716	2,354	440	507	5,097
	Vic.Hrs.	78	325	0	32	0	435
OH, Hamilton Co.	$$	$38,282	$16,078	$15,803	$1,939	0	$72,102
	C.S.Hrs.	0	16	32	0	0	48
	Vic.Hrs.	0	0	0	0	0	0
OH, Lucas Co.	$$	$71,012	$9,486	$12,922	$1,903	$3,023	$126,327*
	C.S.Hrs.	1,080	445	1,138	200	0	2,883*
	Vic.Hrs.	16	0	0	0	0	16
OH, St. Clairsville	$$	$4,538	$192	$1,166	$535	$328	$6,759
	C.S.Hrs.	779	294	425	75	100	1,673
	Vic.Hrs.	26	0	0	0	0	26
OH, Summit Co.	$$	$66,391	$15,643	$13,291	$6,027	$3,506	$104,858
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
OK, Oklahoma Co.	$$	$7,502	$4,092	$6,992	$912	$882	$27,507*
	C.S.Hrs.	348	406	562	285	102	1,713*
	Vic.Hrs.	0	0	10	0	0	10
PR, Rio Piedras	$$	0	0	0	0	0	0
	C.S.Hrs.	16,867	3,906	5,080	322	193	26,368
	Vic.Hrs.	162	0	0	0	0	162
SC, Charleston	$$	0	0	0	0	0	0
	C.S.Hrs.	13,904	3,789	2,028	542	818	21,081
	Vic.Hrs.	0	0	0	0	0	0
TX, El Paso	$$	$11,308	$4,354	$2,169	$252	$3,300	$22,413*
	C.S.Hrs.	3,444	200	700	100	500	6,754*
	Vic.Hrs.	0	0	0	0	0	0
VA, Newport News	$$	$14,517	$4,541	$1,789	$1,358	$977	$23,182
	C.S.Hrs.	845	361	64	120	80	1,470
	Vic.Hrs.	0	0	0	0	0	0
WA, Snohomish Co.[2]	$$	$36,446	$348	0	0	0	$36,794
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
WI, Dane Co.	$$	$23,544	$5,773	$4,076	$2,222	$1,270	$37,588*
	C.S.Hrs.	1,203	1,937	430	335	225	4,130
	Vic.Hrs.	0	0	0	0	0	0
STATEWIDE GRANTS							
Delaware:							
Kent Co.	$$	$20,984	$2,289	$3,521	$1,118	$326	$28,238
	C.S.Hrs.	3,064	215	235	19	200	3,733
	Vic.Hrs.	50	0	0	0	0	50
New Castle Co.	$$	$34,864	$2,414	$1,944	$40	0	$39,262
	C.S.Hrs.	21,462	1,828	1,072	100	0	24,462
	Vic.Hrs.	66	0	98	0	0	164
Sussex Co.	$$	$10,442	$2,546	$1,278	$1,750	0	$16,016
	C.S.Hrs.	2,659	295	300	25	0	3,279
	Vic.Hrs.	25	0	40	0	0	65

(continued)

(continued) TABLE 13. AMOUNT OF RESTITUTION ORDERED, BY PROJECT[1]

PROJECT	TYPE($)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
Delaware Totals	$$	$66,290	$7,249	$6,743	$2,908	$326	$81,516
	C.S.Hrs.	27,185	2,338	1,607	144	200	31,474
	Vic.Hrs.	141	0	138	0	0	279
Nevada:							
Churchill/Lander/ Eureka Cos.	$$	$468	$292	$100	$40	0	$900
	C.S.Hrs.	0	100	0	0	0	100
	Vic.Hrs.	0	0	0	0	0	0
Clark Co.	$$	$27,811	$14,747	$7,430	$3,444	$2,337	$55,769
	C.S.Hrs.	288	192	36	0	40	556
	Vic.Hrs.	0	0	0	0	0	0
Elko Co.	$$	$462	$724	$336	$45	0	$1,567
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Esmeralda/Mineral/ Nye Cos.	$$	$2,410	0	0	0	0	$2,410
	C.S.Hrs.	0	0	156	0	0	156
	Vic.Hrs.	0	0	0	0	0	0
Humboldt/Pershing Cos.	$$	$996	$453	$240	$491	$138	$2,318
	C.S.Hrs.	0	0	24	64	0	88
	Vic.Hrs.	0	0	0	0	0	0
Lyon/Douglas Cos.	$$	$4,219	$2,783	$2,231	$525	0	$9,758
	C.S.Hrs.	780	260	465	200	0	1,705
	Vic.Hrs.	0	0	30	0	0	30
Storey Co.	$$	$2,228	$328	$802	$462	0	$3,820
	C.S.Hrs.	20	0	0	0	0	20
	Vic.Hrs.	0	0	0	0	0	0
Washoe Co.	$$	$4,827	$4,444	$4,540	$1,060	$1,504	$16,375
	C.S.Hrs.	0	160	184	0	240	584
	Vic.Hrs.	0	0	0	0	0	0
White Pine/Lincoln Cos.	$$	$2,139	0	$5,187	0	0	$7,326
	C.S.Hrs.	0	0	16	0	0	16
	Vic.Hrs.	0	0	0	0	0	0
Nevada Totals	$$	$45,560	$23,771	$20,866	$6,067	$3,979	$100,243
	C.S.Hrs.	1,088	712	881	264	280	3,225
	Vic.Hrs.	0	0	30	0	0	30
New Jersey:							
Atlantic Co.	$$	$2,741	$974	$1,572	0	0	$5,287
	C.S.Hrs.	416	30	75	0	0	521
	Vic.Hrs.	0	0	0	0	0	0
Bergen Co.	$$	$7,661	$7,804	$2,730	$3,982	$2,091	$24,268
	C.S.Hrs.	1,560	1,300	2,140	340	200	5,540
	Vic.Hrs.	100	0	0	0	0	100
Burlington Co.	$$	$5,328	$1,340	$2,757	$502	0	$9,927
	C.S.Hrs.	416	265	285	50	0	1,016
	Vic.Hrs.	28	160	40	0	0	228
Cape May Co.	$$	$3,924	$497	0	0	0	$4,421
	C.S.Hrs.	30	0	0	0	0	30
	Vic.Hrs.	0	0	0	0	0	0
Cumberland Co.	$$	$268	0	0	0	0	$268
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Essex Co.	$$	$4,387	$2,203	$6,294	$1,484	$230	$14,598
	C.S.Hrs.	312	100	0	104	0	516
	Vic.Hrs.	0	0	0	0	0	0

(continued)

(continued)

TABLE 13. AMOUNT OF RESTITUTION ORDERED, BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
Hudson Co.	$$	$8,560	$6,035	$5,274	$2,402	$1,383	$23,654
	C.S.Hrs.	100	713	484	0	0	1,297
	Vic.Hrs.	0	0	0	0	0	0
Hunterdon Co.	$$	0	$312	0	0	0	$312
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Mercer Co.	$$	$11,942	$4,785	$2,893	$1,021	$2,488	$23,129
	C.S.Hrs.	133	243	35	76	15	502
	Vic.Hrs.	0	0	10	2	0	12
Middlesex Co.	$$	$2,051	$2,167	$350	$583	$358	$5,509
	C.S.Hrs.	100	0	155	170	110	535
	Vic.Hrs.	0	0	0	0	0	0
Monmouth Co.	$$	$1,678	$4,094	$2,852	0	0	$8,624
	C.S.Hrs.	2,132	6,129	2,757	1,520	345	12,883
	Vic.Hrs.	0	0	0	0	0	0
Ocean Co.	$$	$473	$115	$920	0	0	$1,508
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Passaic Co.	$$	$7,062	$3,150	$624	$19	0	$10,855
	C.S.Hrs.	500	150	0	0	0	650
	Vic.Hrs.	150	0	0	0	0	150
Salem Co.	$$	0	$1,853	0	0	0	$1,853
	C.S.Hrs.	520	217	20	0	0	757
	Vic.Hrs.	80	0	0	0	0	80
Sussex Co.	$$	0	$476	0	0	0	$476
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
New Jersey Totals	$$	$55,975	$35,805	$26,266	$9,993	$6,550	$134,589
	C.S.Hrs.	6,221	9,147	5,951	2,260	670	24,249
	Vic.Hrs.	358	160	50	2	0	570
New York:							
Nassau	$$	$54,878	$8,912	$12,359	$3,363	$1,184	$88,044*
	C.S.Hrs.	128	63	50	0	0	241
	Vic.Hrs.	0	0	0	0	0	0
Suffolk Co.	$$	$23,235	$11,036	$7,181	$300	0	$47,679*
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	121	0	0	0	0	121
Upstate Cos.	$$	$24,202	$7,088	$2,617	$28	$145	$34,221*
	C.S.Hrs.	242	60	0	0	0	302
	Vic.Hrs.	0	0	37	0	0	37
New York Totals	$$	$102,315	$27,036	$22,157	$3,693	$1,329	$169,944*
	C.S.Hrs.	370	123	50	0	0	543
	Vic.Hrs.	121	0	37	0	0	158
Washington:							
Benton/Franklin Cos.	$$	$8,051	$2,321	$2,002	0	$1,023	$13,731*
	C.S.Hrs.	2,373	163	150	0	265	3,131*
	Vic.Hrs.	0	0	0	0	0	0
Clark Co.	$$	$17,662	$12,671	$3,324	$1,070	$197	$34,924
	C.S.Hrs.	2,545	750	0	0	130	3,425
	Vic.Hrs.	0	0	0	0	0	0
Grays Harbor Co.	$$	$11,990	$992	$3,405	$854	$600	$18,683*
	C.S.Hrs.	7,045	1,525	2,410	490	370	13,[illegible]75*
	Vic.Hrs.	0	0	0	0	0	0

(continued)

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(continued) TABLE 13. AMOUNT OF RESTITUTION ORDERED, BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
King Co.	$$	$28,401	$5,483	$1,539	0	$1,366	$36,789
	C.S.Hrs.	11,207	2,916	2,015	723	591	17,452
	Vic.Hrs.	0	0	0	0	0	0
Mason Co.	$$	$3,007	0	$26	0	0	$5,043*
	C.S.Hrs.	5,935	600	170	0	0	6,455*
	Vic.Hrs.	0	0	0	0	0	0
Seattle	$$	$1,596	$1,071	$1,107	$2,926	$816	$7,516
	C.S.Hrs.	1,512	1,373	1,375	770	335	5,365
	Vic.Hrs.	0	0	0	0	0	0
Washington Totals	$$	$70,707	$22,468	$11,403	$4,850	$4,002	$116,686
	C.S.Hrs.	30,617	7,327	6,120	1,983	1,691	51,403
	Vic.Hrs.	0	0	0	0	0	0
Wisconsin:							
Ashland Co.	$$	$2,677	0	$267	$50	$165	$3,159
	C.S.Hrs.	306	0	70	25	25	426
	Vic.Hrs.	47	0	0	0	0	47
Barron Co.[2]	$$	$1,317	0	0	0	0	$1,317
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Chippewa Co.	$$	$11,560	$885	$2,838	$1,921	$1,500	$18,704
	C.S.Hrs.	80	0	161	0	0	241
	Vic.Hrs.	147	90	16	0	0	253
Douglas Co.	$$	$2,579	$944	$1,765	$310	$588	$6,186
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	325	0	0	0	0	325
Eau Claire Co.	$$	0	$2,375	$3,074	0	$608	$6,052
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	3	0	0	0	3
Fond du Lac	$$	0	$753	$874	$3,738	$373	$5,738
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Green Bay	$$	$11,902	$5,876	$3,557	$463	$1,705	$23,503
	C.S.Hrs.	1,330	118	645	300	100	2,493
	Vic.Hrs.	0	0	16	0	0	16
Kenosha Co.	$$	$85	$5,363	$5,986	$2,572	$2,437	$16,343
	C.S.Hrs.	376	1,155	1,527	300	140	3,498
	Vic.Hrs.	0	0	0	17	0	17
Marathon Co.	$$	$22,924	$1,776	$1,891	$968	$820	$28,379
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	100	0	0	0	100
Menominee Reservation	$$	$11,963	$612	$322	0	$17	$12,914
	C.S.Hrs.	158	137	356	0	10	661
	Vic.Hrs.	28	0	0	0	0	28
Outagamie Co.	$$	$9,706	$2,026	$3,595	$2,496	$377	$18,200
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	17	0	0	0	0	17
Racine Co.	$$	0	$2,446	$473	$793	$369	$4,081
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Rock Co.	$$	$15,353	$10,870	$7,735	$5,090	$315	$39,363
	C.S.Hrs.	222	0	0	0	0	222
	Vic.Hrs.	35	0	0	0	0	35
Walworth Co.	$$	$9,265	$200	$845	0	0	$10,310
	C.S.Hrs.	0	170	0	0	0	170
	Vic.Hrs.	0	0	0	0	0	0

(continued)

(continued) TABLE 13. AMOUNT OF RESTITUTION ORDERED, BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
Wisconsin Totals	$$	$99,331	$34,121	$33,122	$18,401	$9,274	$194,249
	C.S.Hrs.	2,472	1,580	2,759	625	275	7,711
	Vic.Hrs.	599	193	32	17	0	841

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[1] Entries in the table represent MIS intake and closure forms for cases referred or closed through November 30, 1980 that were received at IPA by January 9, 1981. The abbreviation "C.S.Hrs." refers to unpaid community service hours; "Vic.Hrs." refers to unpaid victim service.

[2] These projects are closed.

[*] Includes transfers.

TABLE 14. AMOUNT OF RESTITUTION PAID AND WORKED BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
LOCAL GRANTS							
AR, Western	$$	$5,017	$1,494	$5,253	$413	$425	$12,602
	C.S.Hrs.	130	0	656	24	121	931
	Vic.Hrs	25	0	8	0	0	33
CA, Ventura Co.	$$	$13,819	$4,683	$8,138	$1,638	$4,809	$33,087
	C.S.Hrs.	2,154	1,045	1,366	140	240	4,945
	Vic.Hrs	245	0	0	0	0	245
CT, Norwich	$$	$5,558	$840	$4,939	$247	0	$11,584
	C.S.Hrs.	868	1,038	1,536	255	105	3,802
	Vic.Hrs.						
DC, Washington	$$	$67	$640	$497	$60	$562	$1,808
	C.S.Hrs.	2,358	2,297	2,856	1,802	423	9,736
	Vic.Hrs.	0	0	10	0	0	10
FL, Broward Co.	$$	$4,138	$4,478	$5,155	$2,716	$1,743	$18,230
	C.S.Hrs.	1,284	603	518	240	200	2,845
	Vic.Hrs.	60	0	0	30	0	90
GA, Clayton Co.	$$	$830	$1,328	$833	$101	$130	$3,222
	C.S.Hrs.	601	267	267	79	110	1,324
	Vic.Hrs.	0	0	0	0	0	0
ID, 4th Judicial Dist.	$$	$14,791	$5,492	$7,373	$2,990	$1,299	$43,314*
	C.S.Hrs.	744	437	498	35	203	1,945
	Vic.Hrs.	402	45	42	0	0	489
IL, Chicago	$$	$333	$410	$1,707	$629	0	$3,079
	C.S.Hrs.	0	10	0	0	0	10
	Vic.Hrs.	0	0	0	0	0	0
KY, Jefferson Co.	$$	$15,595	$5,919	$9,332	$2,514	$2,057	$35,419
	C.S.Hrs.	833	420	154	0	40	1,447
	Vic.Hrs.	0	106	27	0	0	133
LA, New Orleans	$$	$3,777	$3,777	$5,992	$2,844	$2,315	$18,705
	C.S.Hrs.	0	0	155	80	122	357
	Vic.Hrs.	0	0	0	0	0	0
ME, Cumberland Co.	$$	$8,542	$1,296	$2,847	$289	$2,178	$15,154
	C.S.Hrs.	1,660	0	455	245	0	2,360
	Vic.Hrs.	23	0	0	3	0	26
MD, Prince George's Co.	$$	$18,797	$7,943	$16,266	$2,646	$1,703	$47,355
	C.S.Hrs.	5,531	643	1,898	50	336	8,458
	Vic.Hrs.	0	0	0	0	0	0
MA, Lynn	$$	$5,428	$2,867	$4,706	$3,874	$1,459	$18,434
	C.S.Hrs.	331	187	64	114	0	696
	Vic.Hrs.	8	0	16	0	0	24
MA, New Bedford	$$	$9,828	$2,281	$2,832	$2,208	0	$17,149
	C.S.Hrs.	34	0	0	0	0	34
	Vic.Hrs.						
MA, Quincy	$$	$13,020	$654	$5,154	$6,038	$1,884	$33,928*
	C.S.Hrs.	2,813	667	1,580	832	342	6,595*
	Vic.Hrs.	307	208	0	40	0	555
MA, Westfield	$$	$2,116	$1,876	$1,501	0	$1,004	$6,817*
	C.S.Hrs.	185	75	146	6	17	449*
	Vic.Hrs.	0	0	0	0	0	0
MI, Wayne Co.	$$	$9,488	$5,034	$7,296	$2,097	$3,302	$27,217
	C.S.Hrs.	234	359	1,783	474	219	3,069
	Vic.Hrs	30	0	0	0	0	30
MN, Hennepin Co.	$$	$28,675	$10,156	$5,324	$760	$903	$46,331*
	C.S.Hrs.	8,667	2,616	968	120	8	12,419*
	Vic.Hrs	40	0	0	0	0	40
MN, Red Lake Reservation	$$	0	0	$40	$171	0	$211
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs	0	0	0	0	0	0
MN, Washington Co.	$$	$2,815	$2,394	$1,495	0	0	$6,704
	C.S.Hrs.	1,751	475	415	110	0	2,751
	Vic.Hrs.	222	114	20	0	0	356

(continued)

(continued)

TABLE 14. AMOUNT OF RESTITUTION PAID AND WORKED BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
NH, Concord[2]	$$	$279	$100	0	0	0	$379
	C.S.Hrs.	70	42	0	0	0	112
	Vic.Hrs	0	0	0	0	0	0
NJ, Camden Co.	$$	$9,833	$3,206	$2,160	$813	$1,401	$17,431
	C.S.Hrs.	5,551	965	1,279	138	180	8,113
	Vic.Hrs.	30	0	0	0	0	30
OH, Adams-Brown Cos.	$$	$4,114	$845	$2,364	$136	0	$7,459
	C.S.Hrs.	288	160	200	40	0	688
	Vic.Hrs.	40	0	0	0	0	40
OH, Geauga Co.	$$	$10,846	$4,949	$19,559	$363	$1,244	$36,961
	C.S.Hrs.	0	772	1,854	390	806	3,822
	Vic.Hrs.	78	0	126	0	0	204
OH, Hamilton Co.	$$	$8,404	$2,526	$6,645	$2,913	$3,048	$23,535
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
OH, Lucas Co.	$$	$37,071	$11,073	$13,722	$4,182	$3,603	$89,963*
	C.S.Hrs.	1,030	40	557	210	284	2,121*
	Vic.Hrs.	16	0	0	0	0	16
OH, St. Clairsville	$$	$2,493	$1,286	$110	0	$694	$4,583
	C.S.Hrs.	612	255	175	0	175	1,217
	Vic.Hrs.	16	0	0	0	0	16
OH, Summit Co.	$$	$57,299	$14,601	$14,350	$1,348	$4,186	$91,784
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
OK, Oklahoma Co.	$$	$1,599	$1,631	$2,066	$752	$63	$9,232*
	C.S.Hrs.	26	56	278	60	20	450
	Vic.Hrs.	0	0	0	0	11	11
PR, Rio Piedras	$$	0	0	0	0	0	0
	C.S.Hrs.	10,254	3,648	4,067	898	20	18,887
	Vic.Hrs.	213	0	0	0	0	213
SC, Charleston	$$	0	0	0	0	0	0
	C.S.Hrs.	8,088	2,880	2,683	397	724	14,772
	Vic.Hrs.	0	0	0	0	0	0
TX, El Paso	$$	$5,980	$2,062	$2,623	$370	0	$12,070*
	C.S.Hrs.	2,656	620	300	0	0	5,041*
	Vic.Hrs.						
VA, Newport News	$$	$4,342	$4,505	$7,886	$921	$365	$18,019
	C.S.Hrs.	600	145	246	205	156	1,352
	Vic.Hrs.	0	0	0	0	0	0
WA, Snohomish Co.[2]	$$	$15,488	$4,912	0	0	0	$20,400
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
WI, Dane Co.	$$	$12,827	$3,350	$3,667	0	$504	$12,827*
	C.S.Hrs.	299	828	1,190	0	340	2,657
	Vic.Hrs.	56	0	40	0	0	96
STATEWIDE GRANTS							
Delaware:							
Kent Co.	$$	$4,725	$831	$2,350	$1,800	$1,155	$10,861
	C.S.Hrs.	1,137	200	324	285	140	2,086
	Vic.Hrs.	75	0	0	0	0	75
New Castle Co.	$$	$8,292	$2,761	$2,874	$172	$25	$14,124
	C.S.Hrs.	5,046	2,578	1,739	75	70	9,508
	Vic.Hrs.	89	0	25	0	0	114
Sussex Co.	$$	$3,536	$450	$853	$862	$418	$6,119
	C.S.Hrs.	1,080	395	335	115	0	1,925
	Vic.Hrs.	25	0	40	0	0	65

(continued)

(continued)

TABLE 14. AMOUNT OF RESTITUTION PAID AND WORKED BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
Delaware Totals	$$	$16,553	$4,042	$6,077	$2,834	$1,598	$31,104
	C.S.Hrs.	7,263	3,173	2,398	475	210	13,519
	Vic.Hrs.	189	0	65	0	0	254
Nevada:							
Churchill/Lander/ Eureka Cos.	$$	0	$234	$109	0	$40	$383
	C.S.Hrs.	0	0	100	0	0	100
	Vic.Hrs.	0	0	0	0	0	0
Clark Co.	$$	$14,678	$4,397	$10,198	$3,286	$2,439	$34,988
	C.S.Hrs.	16	224	97	0	0	337
	Vic.Hrs.	0	0	0	0	0	0
Elko Co.	$$	0	$230	$900	$110	0	$1,240
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Esmeralda/Mineral/ Nye Cos.	$$	$1,242	0	$750	0	0	$1,992
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Humboldt/Pershing Cos.	$$	0	$88	$1,426	$175	$84	$1,773
	C.S.Hrs.	0	0	24	0	0	24
	Vic.Hrs.	0	0	0	0	0	0
Lyon/Douglas Cos.	$$	$2,788	$586	$2,419	$780	$180	$6,753
	C.S.Hrs.	210	151	500	83	0	944
	Vic.Hrs.	0	0	0	0	30	30
Storey Co.	$$	$648	$430	$1,161	$40	$415	$2,694
	C.S.Hrs.	20	0	0	0	0	20
	Vic.Hrs.	0	0	0	0	0	0
Washoe Co.	$$	$3,375	$3,053	$4,813	$241	$700	$12,182
	C.S.Hrs.	0	0	344	0	0	344
	Vic.Hrs.	0	0	0	0	0	0
White Pine/Lincoln Cos.	$$	$844	$708	0	0	$586	$2,138
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Nevada Totals	$$	$23,575	$9,716	$21,776	$4,632	$4,444	$64,143
	C.S.Hrs.	246	375	1,065	83	0	1,769
	Vic.Hrs.	0	0	0	0	30	30
New Jersey:							
Atlantic Co.	$$	$75	$60	$63	0	0	$198
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Bergen Co.	$$	0	$633	$3,021	$414	0	$4,068
	C.S.Hrs.	0	50	1,190	0	580	1,820
	Vic.Hrs.	0	0	0	0	0	0
Burlington Co.	$$	$516	$195	$533	$585	$331	$2,160
	C.S.Hrs.	0	113	135	40	60	348
	Vic.Hrs.	0	0	40	0	0	40
Cape May Co.	$$	$105	$1,035	0	0	0	$1,140
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Cumberland Co.	$$	0	0	0	0	0	0
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Essex Co.	$$	0	0	$273	$160	0	$433
	C.S.Hrs.	0	23	0	99	0	122
	Vic.Hrs.	0	0	0	0	0	0

(continued)

(continued)

TABLE 14. AMOUNT OF RESTITUTION PAID AND WORKED BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
Hudson Co.	$$	$835	$1,030	$1,688	$478	$779	$4,810
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Hunterdon Co.	$$	0	0	0	0	0	0
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Mercer Co.	$$	$264	$248	$1,100	$248	$136	$1,996
	C.S.Hrs.	31	190	89	36	20	366
	Vic.Hrs.	0	0	0	2	0	2
Middlesex Co.	$$	$310	$300	$78	0	$83	$771
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Monmouth Co.	$$	0	$471	$604	$140	$500	$1,715
	C.S.Hrs.	0	549	4,119	788	480	5,936
	Vic.Hrs.	0	0	0	0	0	0
Ocean Co.	$$	0	0	0	0	0	0
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Passaic Co.	$$	$66	0	$63	0	0	$129
	C.S.Hrs.	0	0	0	200	0	200
	Vic.Hrs.	0	0	0	0	0	0
Salem Co.	$$	0	0	0	0	0	0
	C.S.Hrs.	45	179	0	0	0	224
	Vic.Hrs.	0	0	0	0	0	0
Sussex Co.	$$	0	0	0	0	0	0
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
New Jersey Totals	$$	$2,171	$3,972	$7,423	$2,025	$1,829	$17,420
	C.S.Hrs.	76	1,104	5,533	1,163	1,140	9,016
	Vic.Hrs.	0	0	40	2	0	42
New York:							
Nassau	$$	$17,218	$9,163	$6,477	$3,329	$3,408	$40,350*
	C.S.Hrs.	0	24	24	0	0	48
	Vic.Hrs.	38	0	0	0	0	38
Suffolk Co.	$$	$7,288	$2,355	$1,244	$779	0	$12,416*
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Upstate Cos.	$$	$9,057	$2,527	$9,436	$305	$3,032	$24,457*
	C.S.Hrs.	0	0	122	0	0	122
	Vic.Hrs.	0	0	8	0	16	24
New York Totals	$$	$33,563	$14,045	$17,157	$4,413	$6,440	$77,223*
	C.S.Hrs.	0	24	146	0	0	170
	Vic.Hrs.	38	0	8	0	16	62
Washington:							
Benton/Franklin Cos.	$$	$2,449	$2,225	$2,421	0	$182	$7,531*
	C.S.Hrs.	593	495	318	0	0	1,506*
	Vic.Hrs.	0	0	0	0	0	0
Clark Co.	$$	$964	$1,991	$2,112	$6,494	$471	$12,03[illegible]
	C.S.Hrs.	288	425	110	90	30	943
	Vic.Hrs.	37	0	0	0	0	37
Grays Harbor Co.	$$	$2,030	$1,307	$2,209	$300	$559	$7,026*
	C.S.Hrs.	3,313	1,662	1,367	235	422	8,237*
	Vic.Hrs.	0	599	0	0	0	599

(continued)

(continued)

TABLE 14. AMOUNT OF RESTITUTION PAID AND WORKED BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
King Co.	$$	$3,525	$3,360	$1,616	$300	0	$8,801
	C.S.Hrs.	3,625	1,730	1,634	234	294	7,517
	Vic.Hrs.	0	0	0	0	0	0
Mason Co.	$$	$1,000	$1,907	$402	0	0	$3,541*
	C.S.Hrs.	1,943	1,515	590	0	0	5,233*
	Vic.Hrs.	0	0	0	0	0	0
Seattle	$$	$415	$268	$80	$165	$50	$978
	C.S.Hrs.	64	1,056	568	235	190	2,113
	Vic.Hrs.	0	0	0	0	0	0
Washington Totals	$$	$10,383	$11,058	$8,840	$7,259	$1,262	$39,909*
	C.S.Hrs.	9,826	6,883	4,587	794	936	25,549*
	Vic.Hrs.	37	599	0	0	0	636
Wisconsin:							
Ashland Co.	$$	$1,174	$1,203	$398	0	0	$2,775
	C.S.Hrs.	56	40	0	50	0	146
	Vic.Hrs.	47	0	0	0	0	47
Barron Co.[2]	$$	$164	0	0	0	0	$164
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Chippewa Co.	$$	$3,554	$1,074	$5,173	$243	0	$10,044
	C.S.Hrs.	30	0	25	74	42	171
	Vic.Hrs.	135	0	106	0	0	241
Douglas Co.	$$	$150	$304	$692	0	$498	$1,644
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	9	0	0	9
Eau Claire Co.	$$	0	0	0	$100	0	$100
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Fond du Lac	$$	0	0	$99	$275	$500	$874
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Green Bay	$$	$5,574	$3,554	$3,657	$192	$1,968	$14,945
	C.S.Hrs.	684	394	295	150	175	1,695
	Vic.Hrs.	0	0	0	0	16	16
Kenosha Co.	$$	0	$716	$2,379	$364	$343	$3,822
	C.S.Hrs.	0	591	635	354	100	1,680
	Vic.Hrs.	0	0	0	0	0	0
Marathon Co.	$$	$8,792	$1,474	$7,137	$183	$673	$18,259
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	100	0	0	100
Menominee Reservation	$$	$3,718	$162	$1,448	$232	$185	$5,745
	C.S.Hrs.	52	0	320	114	145	631
	Vic.Hrs.	6	0	6	0	0	12
Outagamie Co.	$$	$3,029	$1,530	$2,851	$66	$635	$8,111
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	17	0	0	0	0	17
Racine Co.	$$	0	$108	$1,896	0	$916	$2,920
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0
Rock Co.	$$	$7,185	$1,866	$4,997	$2,736	$2,483	$19,269
	C.S.Hrs.	152	30	0	0	0	182
	Vic.Hrs.	35	0	0	0	0	35
Walworth Co.	$$	$4,553	0	0	0	0	$4,553
	C.S.Hrs.	0	0	0	0	0	0
	Vic.Hrs.	0	0	0	0	0	0

(continued)

(continued) TABLE 14. AMOUNT OF RESTITUTION PAID AND WORKED BY PROJECT[1]

PROJECT	TYPE(S)	MARCH & EARLIER	APRIL THRU JUNE	JULY THRU SEPT	OCT	NOV	CUMULATIVE TOTALS
Wisconsin Totals	$$	$37,893	$11,991	$30,727	$4,413	$8,201	$93,225
	C.S.Hrs.	974	1,054	1,275	742	462	4,507
	Vic.Hrs.	240	0	221	0	16	477

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[1] Entries in the table represent MIS intake and closure forms for cases referred or closed through November 30, 1980 that were received at IPA by January 9, 1981. The abbreviation "C.S.Hrs." refers to unpaid community service hours; "Vic.Hrs." refers to unpaid victim service.

[2] These projects are closed.

*Includes transfers.

THE NATIONAL JUVENILE RESTITUTION EVALUATION:
EXPERIMENTAL DESIGNS AND RESEARCH OBJECTIVES

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September, 1979

Prepared for presentation at the Third National Symposium on Restitution, Duluth, Minnesota, September 28-29.

Funding for this report and research was provided by Grant No. 79-JN-AX-0009 from the Law Enforcement Assistance Administration, Department of Justice, Washington, D.C. Points of view or opinions stated in this document are those of the authors, and do not necessarily represent the official position or policies of the Department of Justice.

Introduction

The national evaluation of the Juvenile Restitution initiative is one of the largest research projects ever funded by the National Institute of Juvenile Justice and Delinquency Prevention. Under study are 85 separate restitution projects in 26 states, Puerto Rico, and the District of Columbia, including 35 directly-funded projects and 50 others spawned by omnibus grants to six statewide agencies.[1] Over a three-year period comprehensive data will be collected on more than 50,000 referrals to restitution projects, and personal interviews will be conducted with about 7,000 juvenile offenders and at least an equal number of victims.[2] In addition, the attitudes of more than 1,200 lay citizens and 300 juvenile justice professionals concerning restitution and juvenile crime will be explored. All together, more than one-half million computer cards--or nearly 265 boxes--will be required simply to store all the data.

The question of why these data are being collected should be obvious to even the harshest critic of evaluation research. With more than $30 million in federal funds committed to juvenile restitution, every effort must be made to document that restitution was implemented, given a fair chance, and fully tested. All aspects of the research design developed for the evaluation, in fact, are dedicated to those purposes.

This paper will explain how the data for this evaluation are being collected and what uses will be made of them. It begins with a review of the objectives of the initiative, for those provide the primary guidance to the questions being asked and the propositions being examined. The remainder of the paper will set forth the three major components of the evaluation, describe the studies being conducted, and discuss the progress to date.

Objectives of the Initiative

The objectives of the initiative were spelled out in the Program Announcement issued in February, 1978.[3] They are:

(1) A reduction in the number of youths incarcerated.

(2) A reduction in recidivism of those youths involved in restitution programs.

(3) Provision for some redress or satisfaction with regard to the reasonable value of the damage or loss suffered by victims of juvenile offenses.

(4) Increased knowledge about the feasibility of restitution for juveniles in terms of cost effectiveness, impact on differing categories of youthful offenders, and the juvenile justice process.

(5) An increased sense of responsibility and accountability on the part of youthful offenders for their behavior.

(6) Greater community confidence in the juvenile justice process.

Reflected in these objectives are several specific concerns:

First, attention in the initiative clearly is directed at the policies of juvenile courts concerning the more serious offender--the juvenile who has had prior contact with the police and/or the court or who has committed, as a first offense, a crime which would place him or her in jeopardy of incarceration. By requiring that referrals to restitution programs be limited to adjudicated delinquents, and by emphasizing that the programs be used as alternatives to incarceration, the initiative obviously is targeted at a particular type of juvenile offender.

Second, concern for the impact of a restitution program on the juvenile justice process as a whole is expressed in Objective 4. One important issue is whether the implementation of a restitution program, as an unintended and unwanted consequence, will "widen the net" for juvenile offenders and ensnare more youths in the system. This might occur if juvenile authorities view restitution as an attractive disposition, especially when weighed against unattractive alternatives, and begin to increase the number of petitions filed and the number of youths adjudicated. On the other hand, there is the question of whether juvenile court judges will, in fact, use restitution as an alternative even when it is made available to them.

Third, assumptions are made concerning the impact of participation in a restitution program on both offenders and victims. Through direct restitution or community service, offenders are expected to experience "an increased sense of responsibility and accountability" (Objective 5) and be less inclined to commit further offenses (Objective 2). Victims, by receiving redress or satisfaction with regard to their damage or loss (Objective 3), should manifest improved attitudes toward the juvenile justice system and this, in turn, should promote greater community confidence in the juvenile justice process (Objective 6).

Fourth, it is suggested (by Objective 4) that the feasibility of restitution may differ by category of juvenile offenders. In other words, attention should be focused on the characteristics of youth who demonstrate significantly different rates of success in completing restitution requirements.

Fifth, concern is expressed (again in Objective 4) about the cost-effectiveness of restitution as a feasible sanction for juvenile offenders. A related issue is the cost of different types of restitution programs, and especially the cost and effectiveness of different restitution program components.

A theoretical framework which relates the objectives of the initiative, as dependent variables, to participation in restitution programs of different types and under conditions has been fully explicated elsewhere and is too lengthy for inclusion here.[4] The following sections outline the major components of the evaluation and discuss each in terms of its purpose, the objectives addressed, the research design, the data collection procedures, and the progress made thus far.

Component No. 1: Impact Assessment

The first major component of the evaluation is designed to assess the impact of restitution on offenders and victims. So that the unique efforts of restitution can be isolated, experimental research design--involving the random assignment of adjudicated delinquents and their victims into experimental and control groups--have been established in six project sites: Ventura County, CA; Clayton County, GA; Oklahoma County, OK; Seattle, WA; Dane County, WI; and Washington, DC. This segment of the evaluation focuses on outcome measures such as rates of recidivism and shifts in attitudes, and involves comparisons between restitution and non-restitution dispositions; programmatic restitution and non-programmatic restitution; and restitution as a sole sanction vs. restitution coupled with other types of treatments.

The research designs in all of the impact assessment sites are complex, and no one of them can be easily captured in a single table or diagram. For purposes of illustrating the types of designs implemented, and the types of analyses involved in the impact assessment, a simplified model of the basic research plan in each of the sites is presented in Table 1.

Table 1 shows the research groups (control and experimental groups) upon which data are being collected, the instruments used to collect the data, the points at which the instruments are administered, and the purposes for which the data will be used.

As indicated by the table, adjudicated offenders meeting the projects are initially involved in a primary random assignment (RA_1) into control and

TABLE 1

RESEARCH PLAN FOR IMPACT ASSESSMENT SITES

POPULATION		RESEARCH GROUPS	INSTRUMENTS	DATA COLLECTION POINTS	ANALYSES
		I. Control(s)	M.I.S. Forms	Treatment Intake; Restitution Case Closure	Incarceration/ Seriousness
	(RA_1)				
Adjudicated Offenders Meeting Eligibility Criteria		II. Experimental(s)	Offender Survey	Treatment Exit	Attitudinal
		1. Subgroup$_1$	Self-Report	Exit + 6 mo.; Exit + 12 mo.	
	(RA_2)				Recidivism
		N. Subgroup$_n$	Official Records	Pre and Post-Treatment	
Victims of Eligible Offenders	(RA_1)	I. Control(s) II. Experimental(s)	Victim Survey	Treatment Exit; Restitution Case Closure	Victim Satisfaction

(RA_1) = Primary Random Assignment
(RA_2) = Secondary Random Assignment

experimental groups (the points at which the random assignments are made, and the nature of the groups, will be discussed shortly). In two of the sites--Clayton County and Oklahoma County--the offenders in the experimental groups are further distributed among subgroups in a secondary random assignment (RA_2). These additional groups, made possible by the large number of clients expected in those two projects, are designed to assess the unique impact (if any) of restitution "add-ons" such as probation and counselling.

The table also indicates a random assignment of the victims of juvenile offenders into control and experimental groups. In actuality, the victims themselves are not subjected to a random assignment procedure; rather, they are apportioned into these groups on the basis of the random assignments of their offenders.

While the control and experimental groups differ across the six sites in order to evaluate different treatment modalities and different approaches to restitution, the data collection procedures and types of analyses are essentially the same. Four major analyses are planned:

(1) Incarceration/Seriousness Analysis--This analysis is one of several designed to address the objective calling for a reduction in the incarceration of juvenile offenders. The objective is being approached in two different but related ways:

First, a direct measure of the extent to which incarceration is being reduced is obtained in those sites where random assignment into the restitution project is made from a pool of offenders who are likely candidates for incarceration. Since the characteristics of both groups are identical, the percentage of youths in the experimental groups who would have been incarcerated may be assumed to equal the percentage of offenders in the control groups who actually are incarcerated. Research designs which allow this measure to be taken are in place in Oklahoma County, Ventura County, Clayton County, and Washington.

Second, an indirect approach may be taken by assuming a direct, monotonic relationship between the seriousness of the offender and the probability of incarceration. Using this assumption, incarceration may be said to be reduced to the extent that the projects involved in the initiative accept youths who, because of their past records or the seriousness of the instant offense, probably would have been committed to an institution. The data required to assess the seriousness of the offender and/or instant offense are collected on the Management Information System (M.I.S.) Intake Form. Since these data are collected on all offenders referred to every project, this portion of the incarceration reduction/seriousness analysis is being conducted across the entire initiative.

(2) Juvenile Offender Attitudinal Analysis--This analysis relates to the objective which suggests that juvenile offenders referred to restitution projects will experience "an increased sense of responsibility and accountability" for their actions. An instrument designed to measure such attitudes, and to assess differences in attitudes between youths referred to restitution projects as compared with youths receiving more traditional dispositions, is administered to offenders in both the experimental and control groups upon the completion of their respective "treatments." Included on the questionnaire are items intended to tap the youths' attitudes toward their offenses, their victims, and themselves. If restitution theory is correct, then youths involved in restitution projects should have a greater appreciation for the victim's loss, a greater awareness of the trouble they have caused, and a greater sense of self-esteem for having completed the terms of a restitution contract.

(3) Recidivism Analysis--Like most delinquency treatment programs, the National Juvenile Restitution initiative includes the reduction of recidivism as a paramount objective. Two procedures are being used to collect data on the number of new offenses committed by youths in the experimental and control groups:

The first procedure involves the use of a "self-report" instrument which is administered to youths in the experimental and control groups at six-month intervals following the completion of their respective dispositions. Using this instrument, the youths themselves report to the evaluators the type and number of new offenses they have committed. The instrument also provides the youths with the opportunity to report on conventional and more positive types of behaviors.

The second procedure consists of an official records check which is run on all youths in the experimental and control groups. The records check covers the period prior to the instant offense, in order to establish a baseline for comparison, as well as the period following the instant offense. Although official records checks invariably under-estimate the true amount of delinquency, the magnitude of under-estimation may be assumed to be the same for offenders in both the experimental and control groups. In addition, the official records are useful as a check on the veracity of the self-reported information provided by the youths.

(4) Victim Satisfaction Analysis--As its name implies, this analysis is designed to determine whether the victims of offenders referred to restitution projects manifest any differences in attitudes toward the juvenile justice system. For several reasons, these victims should view the juvenile justice system more favorably than those victims whose offenders are in the control groups. First, these victims should have more contact with the system

and a greater awareness of what was done about their case. Second, they should perceive a better fit between the offense and the disposition, and thus be more likely to consider the juvenile justice system fair in its treatment of offenders and victims. Third, these victims--if only through the luck of the draw--are targeted for compensation.

The victims of offenders in both the experimental and control groups are interviewed when their offenders complete their respective dispositions--or at about the same time the offenders are interviewed. The instrument is designed to capture the victims' attitudes toward the offender and toward juvenile crime in general as well as to assess their satisfaction with the operation of the juvenile justice system.

The types of experimental and control groups in the six impact assessment sites, and the comparisons among them, are displayed in Table 2. The order in which the control groups are arrayed along the horizontal axis, and the experimental groups along the vertical axis, is not in itself significant; the table was constructed so that sites with similar designs could be grouped for purposes of comparison.

The Ventura County and Washington, DC projects appear in columns 1 and 2. These projects are similar in that random assignment is made out of two predetermined categories of offenders: one category is comprised of youths recommended for probation, and the other category is made up of youths recommended for incarceration. The control and experimental groups are the same in both sites with one exception: in Ventura County, the offenders referred to the restitution project out of the group ticketed for incarceration make restitution while residing in a group home which is reserved for project youths.

TABLE 2

CHARACTERISTICS OF CONTROL AND EXPERIMENTAL CONDITIONS IN IMPACT ASSESSMENT SITES

CHARACTERISTICS OF CONTROL GROUP TREATMENTS →

CHARACTERISTICS OF EXPERIMENTAL GROUP TREATMENTS ↓	INCARCERATION	PROBATION	PROB. + COUNSEL	INCAR. OR PROB.	REST. + PROB.	NONPROJECT REST.
RESTITUTION IN RESIDENTIAL FACILITY	Ventura County					
RESTITUTION PLUS PROBATION	Washington, DC	Ventura County Washington, DC	Clayton County	Clayton County Oklahoma County		
RESTITUTION PLUS PROBATION PLUS COUNSELLING			Clayton County	Clayton County	Clayton County	
RESTITUTION AS SOLE SANCTION				Oklahoma County	Oklahoma County	
RESTITUTION PLUS PROBATION BY NONPROFIT PROJECT						Dane County Seattle, WA

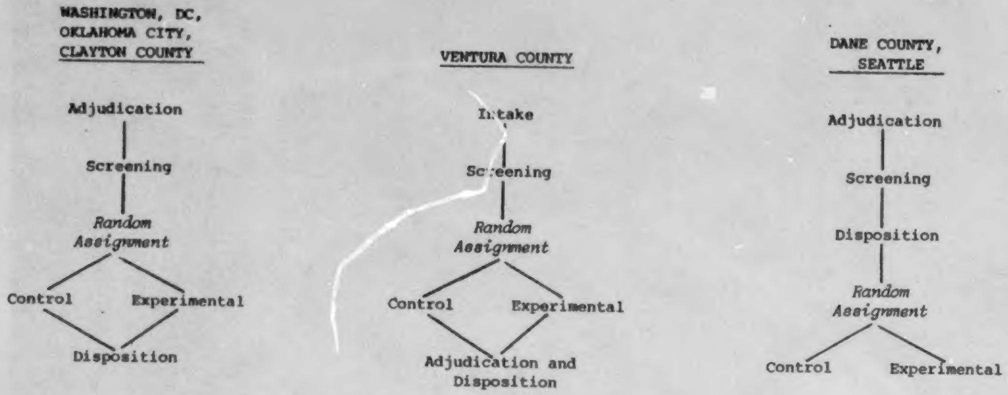
The projects in Oklahoma and Clayton counties distribute themselves across three intersecting rows and columns in the center of the table. The designs in these sites are similar for two reasons: first, the primary control group in both sites consists of a group of offenders who are processed through the system as if the restitution project did not exist. Some of these offenders are incarcerated, others are placed on probation, and a few are simply released with warnings; none, however, are required to make restitution. Second, the experimental groups in both projects are subdivided for purposes of evaluating additional project components. In Clayton County, experimental groups were created to assess the unique impact of mental health counselling services. In Oklahoma County, experimental groups were formed to test the effectiveness of restitution as a sole sanction against restitution coupled with probation.

The designs in the Dane County and Seattle projects are the same in that both are intended to compare restitution performed under the auspices of a private nonprofit agency with restitution administered by probation departments. Since offenders in both the experimental and control groups are making restitution, attention in these projects is focused on the comparative rates of completion, speed of completion, success in placing youth in permanent jobs, and so forth.

In addition to differences in the experimental and control groups, the projects also differ with respect to the points at which the random assignments are made. These are displayed in Figure 1. In three of the sites--Oklahoma County, Washington, DC, and Clayton County--juvenile offenders are first adjudicated, then screened for eligibility, and then randomly assigned to experimental and control groups, with disposition occurring last. In Ventura County, the offenders are screened after intake and randomly assigned

FIGURE 1

POINTS OF RANDOM ASSIGNMENTS*


WASHINGTON, DC,
OKLAHOMA CITY,
CLAYTON COUNTY
Adjudication
Screening
Random Assignment
Control
Experimental
Disposition
VENTURA COUNTY
Intake
Screening
Random Assignment
Control
Experimental
Adjudication and Disposition
DANE COUNTY,
SEATTLE
Adjudication
Screening
Disposition
Random Assignment
Control
Experimental

*This is a representational diagram depicting the points of random assignment. It does not show all of the control and experimental groups, nor the differences among them.

prior to adjudication, which takes place at the same time as disposition in a single hearing. In Dane County and Seattle (where restitution is mandated for all youths meeting eligibility criteria) random assignment occurs after adjudication, screening, and disposition.

One aspect of the impact assessment remains to be discussed: while this evaluation is necessarily confined to restitution projects funded under the OJJDP initiative, a special arrangement has been made with Oklahoma County to collect and include in the analyses data on some non-adjudicated offenders who make restitution as part of the requirements of a diversion project. Since the youths in the diversion project are not formally adjudicated, they fall outside the guidelines of the federal program, and consequently the services provided these youths are not supported by the initiative. However, the project in all other respects is highly similar to the post-adjudication project and offers a unique and valuable opportunity to augment the information generated through the evaluation by expanding the range of offenders. Accordingly, an additional research design was implemented in Oklahoma County wherein youths eligible for the non-adjudicated project are randomly assigned into a non-restitution control group and two experimental groups: one comprised of offenders who are only required to make restitution, and the other made up of youth making restitution in addition to receiving services from a variety of social agencies. The same data are collected on these youths and their victims as are collected on all other offenders and victims in the impact assessment sites.

Component No. 2: Process Evaluation

The second major component of the evaluation is designed to document the progress of the initiative, describe the projects in terms of program and treatment models, and determine the extent to which the initiative is serving its targeted population of serious juvenile offenders. In this component of the evaluation, the data collection procedures are expanded to include all 85 restitution project sites. The studies which make up the process evaluation are as follows:

(1) Progress of the Initiative--The documentation of the progress of the initiative involves an on-going assessment of the amount of time required for the projects included in the initiative to become fully operational and to begin meeting the caseflow projections which they themselves set in their applications for federal funding. The data collected for this study include the amount of time which elapses between project funding and client intake, the projected number of clients per month, and the actual number of clients per month.

(2) Description of Projects--A complete and accurate description of the projects in each of the restitution sites is sought for several reasons. First, it is important as an end in itself as part of the documentation of the initiative and the millions of federal dollars expended. Second, descriptions of the projects and their various components would be very useful to persons attempting to implement new projects in different jurisdictions at some point in the future. Third, project descriptions comprise a host of independent or explanatory variables which can be used in analyzing data.

While the projects were generally well described in their applications for funding, different projects chose to emphasize different aspects of their approach to restitution in their proposals. Moreover, it often was difficult to determine whether apparently similar components in different proposals were in fact comparable. To obtain more complete descriptions, and to enhance comparability across projects, a questionnaire was administered by telephone to each of the project directors. Administration of the questionnaire is to be repeated at six-month intervals throughout the life of the projects in order to capture programmatic and administrative changes.

(3) Community and Professional Surveys--An important but frequently overlooked element in the implementation of a treatment strategy by federal initiative is the reception given the strategy at the local level. As part of the process evaluation, surveys are being conducted of juvenile justice professionals and randomly-selected members of the community at large in each of the six impact assessment sites. The surveys are designed to elicit attitudes and opinions concerning juvenile crime, appropriate dispositions for juvenile offenders, and the organization and management of juvenile restitution projects. The community survey, conducted by telephone from the evaluation's headquarters at the Institute of Policy Analysis in Eugene, OR, covered slightly more than 200 persons in each of the six jurisdictions. The professional survey, utilizing a mailed questionnaire, has attracted about 50 respondents in each site. The surveys were limited to a subset of the projects because of cost considerations; the impact assessment sites were selected because of the availability of on-site evaluation staff for assistance.

(4) Target Population Analysis--The target population analysis, involving the collection of data on every youth referred to every project in the entire initiative, is perhaps the largest single component of the evaluation. It has three major purposes:

The first major purpose of this portion of the process evaluation is to document the number and type of offenders referred to restitution projects. By "type of offender" is meant certain demographic characteristics (age, race, sex, school status and family income) as well as the type of offense committed, type of victim involved, and number of prior police contacts. These data can be used to determine whether the offenders referred to projects are consistent with those targeted by the guidelines, and whether the initiative can have a significant impact on incarceration rates. As mentioned previously in this paper, the use of such data to estimate the reduction in incarceration involves the assumption that the probability of institutionalization increases with offender/offense seriousness.

The second major purpose of the target population analysis is to monitor the operations of the individual projects. Of particular interest is the type of restitution required (monetary, community service or victim service) and the type of services provided (such as counselling, assistance in locating jobs or subsidized employment). These data can be compared with the descriptions of the projects as obtained from applications and interviews with project directors, and provide additional documentation of the activities funded by the initiative.

The third major purpose of this part of the evaluation is to gather data concerning the performance of the individual projects and the initiative as a whole. The data collected include information on the rates of successful completion, amount of victim losses recovered through restitution, time elapsed in paying restitution, number of placements in jobs, and so forth. The data may be further broken down to yield information on the types of offenders most likely to complete restitution orders.

The data for the target population analysis are collected through the use of the Management Information System installed at each of the restitution sites. The system includes an intake form filled out when a youth is referred to the project, a case closure form filled out when the youth completes the restitution order or is otherwise terminated from the project, a monthly update form to monitor the progress of open cases, and a monthly aggregate data form used as a check on the cumulative number of referrals and closures.

The forms are filled out by project personnel and mailed to the evaluators at IPA for editing, coding and computerization. Once each month the data on intakes and closures are tallied, aggregated across all sites, and published in a Monthly Evaluation Report; once every three months the data are tallied for each individual project and published in a Quarterly Project Data Report. These reports are mailed to all project directors, OJJDP, and other persons interested in the initiative.

Component No. 3: Policy Studies

The third major component of the evaluation is comprised of a series of policy studies relating to the adjudication and incarceration of juvenile offenders, different strategies for funding a federal initiative, and the costs of operating juvenile restitution projects. While the entire evaluation contains policy implications, this component focuses on a set of somewhat disparate issues which may be considered separately from questions concerning program operations or the impact of restitution on offenders and victims. The main points of similarity among these studies are that they are approached through the use of aggregate data (rather than individual or case-by-case data) and that they pose choices for decision-makers which have system-wide ramifications. The studies are as follows:

(1) Incarceration/Adjudication Study--Because of the possibility of nationwide trends set into motion prior to the promulgation of the restitution initiative, and the possible interaction of these trends with state juvenile codes and local policies, a straightforward evaluation of the initiative's objective to reduce incarcerations is extremely problematical. For example, if incarcerations are generally decreasing throughout the country, then a decrease in incarcerations in the jurisdictions with restitution projects cannot be attributed solely to the influence of the initiative. Conversely,

if incarcerations are generally increasing, then the initiative may appear to have failed in its objective even if it actually reduced the rate of increase.

As previously mentioned, the national evaluation is approaching this objective in several different ways. One approach draws upon data produced by the experimental designs in the impact assessment sites, and computes the reduction in incarceration within the experimental groups from the observed rate of incarceration within the control groups. Another approach relies on the case-by-case data being collected in all sites, and assumes that incarceration is being reduced to the extent that the projects accept serious offenders as clients.

The incarceration/adjudication study takes still a third approach. To control for trends which pre-date or exist concurrently with the juvenile restitution initiative, monthly data--beginning in at least 1976 and spanning the life of the initiative--are being assembled on the number of juvenile court referrals, adjudications, and incarcerations. Optimally, these data will be collected from all courts with restitution projects funded by the initiative, and from 40 to 50 comparable courts. The courts in the latter category would constitute a comparison group and, other things being equal, should be unaffected by the initiative.

An analysis of the trends in incarceration rates exhibited by the two categories of courts in the months after the projects were implemented should indicate the extent to which those rates were influenced by the initiative: if, for example, there were a national trend toward increasing incarcerations, then the comparison courts should continue to show an increase while the restitution courts leveled off. On the other hand, if there were a national trend toward decreasing incarcerations, then the restitution courts should display a greater rate of decrease.

The data also will indicate whether there are any significant differences in the rates of adjudications between the two categories of courts. A fear frequently expressed by juvenile justice planners is that new treatment programs have the unintended consequence of "widening the net" and ensnaring more youth in the system. With the restitution initiative, this could occur if judges view restitution as an attractive disposition when compared with other possibilities, and elects to adjudicate offenders for the primary purpose of getting them into the program.

(2) Statewide vs. Local Funding--The decision by OJJDP to award 35 grants to local agencies and six grants to statewide agencies for the purpose of implementing multiple projects affords an excellent opportunity to examine the consequences of statewide vs. local funding. The study will not attempt to determine which funding strategy is superior; rather, it will search for differences between the two groups of projects and try to discover whether (other things being equal) the differences may be attributed to the funding mechanism. The data being collected for this study include performance measures (speed and progress in implementing restitution projects, success at meeting anticipated caseflow, rates of successful completions, etc.) as well as organizational variables (types of restitution required, types of services provided, latitude in decision-making, etc.). Naturally, the influence of other variables, such as the location of the projects within the juvenile justice system and the amount of funding, will be taken into account.

If significant differences between the statewide and local projects are uncovered, and these differences may be reliably attributed to the funding procedures, this finding would have obvious implications for the planning of future federal initiatives. On the other hand, if there are no apparent differences between the two groups of projects, then it may be inferred (at least with respect to this initiative) that both funding strategies are equally appropriate. The decision to fund future projects directly or through statewide agencies could be made, therefore, on the basis of other criteria such as efficiency.

(3) Cost-Effectiveness Analysis--This study is designed to measure the costs of restitution projects, compare the costs and effectiveness of different approaches to restitution and different components of restitution projects, and assess the cost-effectiveness of restitution as compared with other, more traditional, dispositions for juvenile offenders.

Measurement of the costs of restitution projects is conceptually straightforward: drawing upon data contained in the projects' budgets, the expenditures allocated for each of the major budget categories can be broken out and reduced to a number of common denominators, such as number of clients, number of victims served, amount of restitution paid, and so forth. Similarly, costs may be calculated for added-on components of restitution projects, such as subsidized employment, mental health counselling, and mediation sessions. With the passage of time and the collection of additional data, the estimated value of the actual resources expended on restitution can be substituted for the budgeted amounts.

Once the costs have been measured, this information can be combined with effectiveness data to determine the cost-effectiveness of different approaches to restitution. For example, comparisons in terms of effectiveness can be made among projects with different organizational arrangements, different means of finding employment for youth and facilitating the payment of restitution, different procedures for involving victims in the restitution process, and so forth. Additionally, the cost-effectiveness of the extra components can be examined.

The most problematical portion of this particular study will be to assess the cost-effectiveness of restitution as compared with other dispositions espousing the same goals and objectives. Although research designs have been established in some sites which permit the comparison of the effectiveness of restitution with the effectiveness of probation and incarceration, it frequently is difficult to measure the costs of these other dispositions. Moreover, differences in accounting procedures and in the way juvenile justice systems are organized limit the extent to which the results may be generalized across projects.

Progress and Preliminary Findings

At this writing, the national evaluation is receiving data through the Management Information System from 55 of the 85 projects funded by the initiative, including 38 of the 41 grantees. Ten of these sites have been in operation for ten months, 36 for seven months, and 53 for five months. Of the 30 sites still to be heard from, 28 are involved in statewide projects (including 19 in one project) and two are directly-funded projects. Some of these sites are accepting clients but have not yet begun to transmit data to the evaluators; others--delayed for various reasons--are not yet underway. Consequently, only a small proportion of the data has been collected so far, and any findings must be regarded as tentative.

Because the three parts of the impact assessment rely largely upon data collected through interviews with offenders and victims after the completion of the offenders' dispositions, there is relatively little to report about this component of the evaluation. Although experimental designs are in place within all six of the impact assessment sites, and five of the sites are in full operation (Seattle, a local site within the Washington statewide project, was one of those which experienced delays), no site has generated enough data on recidivism and victim-offender attitudes to warrant analysis. However, interviews are being conducted by on-site data coordinators, random assignment procedures are operating smoothly in all functioning sites, and no major problems have developed.

Considerable progress, on the other hand, has been made with the process evaluation. In a report on the first six months of the initiative, preliminary findings were reported on the progress of the initiative, the characteristics of the projects, and the characteristics of the juvenile offenders referred to the projects.[5] Furthermore, the community and professional surveys--the fourth portion of the process evaluation--have been completed, but the data have not yet been analyzed.

Preliminary findings from the process evaluation indicate that the initiative is somewhat behind schedule in two respects: the projects took longer than expected in getting started, and are receiving about three-quarters of the number of referrals they anticipated. On the brighter side, that a federal initiative of this magnitude can even approach its scheduling goals during the first year may be considered an accomplishment.

While the projects display considerable diversity in terms of organization, they tend to agree on most programmatic issues: typically, a youth is required to make monetary restitution and is placed in a project-subsidized job in which 75 percent of his earnings are paid to the victim. The youth is most likely to be on probation while in the restitution project, and can expect to receive some kind of counselling and transportation to and from his work site. Usually, completion of the restitution order does not automatically terminate his probation.

Based on an analysis of more than 3,000 referrals, the typical juvenile offender in a restitution project is white, male, between 15 and 16 years of age, and comes from a family with an income of $10,000 (about $6,000 less than the national average). The offense which resulted in his referral to the project was most likely the burglary of a private home, and he would have had at least one prior brush with the police. He has a greater than 80 percent chance of completing all the requirements of the restitution order, and the chances are less than one in ten that he will commit another offense while in the project.

The three policy studies comprising the third major component of the evaluation have all been set into motion, but significant progress has been made on only two of them. The third study--the analysis of adjudication and incarceration rates--is predicated on the availability of data collected by juvenile courts, and these data have only begun to be collected. Early efforts to retrieve these data have not been encouraging, and plans for the adjudication/incarceration study may have to be scaled down to fit existing conditions.

Reports on the initial stages of the other two studies were included in the six-month report. The first phase of the state vs. local funding study dealt mainly with implementation issues, and disclosed that all six statewide projects encountered substantial problems in scissoring red tape. Two major obstacles for the statewide projects were the procurement of documentation that the state was in compliance with certain federal regulations (such as Equal Employment Opportunity) and time-consuming bureaucratic procedures involved in subcontracting with local sites. These problems provide at least a partial explanation for the fact that the statewide projects lagged behind the local projects in getting underway.

The first phase of the cost-effectiveness analysis consisted of breaking out the budgeted costs of the restitution projects in a way that permitted these costs to be compared across projects. The comparison of these budgets revealed, once again, great variation among projects within the initiative. Two-year budgets, for example, ranged from $120,391 to $1,124,841, and even the cost per case ranged from $228 to $3,818. Personnel costs constituted the largest single budget item, averaging about 55 percent across the projects, while the next largest item was the subsidy for employment slots, which averaged about 21 percent of the budgets.

Problems

The National Evaluation of the Juvenile Restitution initiative has been free so far of many of the problems which typically plague field research projects. Because the evaluation was funded in advance of the restitution projects, the evaluators had ample opportunity to contact each of the projects, explain the purposes and requirements of the national evaluation, and install the data collection procedures. This is especially true for the six intensive evaluation sites which, because of the need for experimental research designs involving the random assignment of offenders, have even greater obligations to the national evaluation. Each of these sites was visited at least twice prior to startup, and many hours were invested in discussing with them all aspects of the research designs and obtaining their input. Furthermore, all of the restitution projects are kept informed about the national evaluation through the Monthly Evaluation Reports. As a result of these efforts, relations between the evaluation and the projects have been excellent and the data collection procedures are operating smoothly.

Of the problems which have appeared, most have been minor and, fortunately, subject to quick resolution. For example, a few projects underestimated the amount of time needed to complete the MIS forms, fell behind, and were late in reporting data until they caught up. In a couple of the intensive sites, the random assignment machinery required fine tuning.

While these problems cleared up rapidly, others remain beyond the control of the evaluation and therefore more immutable:

First, some propositions will remain untested simply because there were no projects in which an appropriate experimental design could be established. For example, one might speculate that different levels of victim involvement in the development of restitution plans would be associated with different levels of victim satisfaction with the outcome of the case. However, no project was organized in a way that permitted this hypothesis to be tested.

A second problem faced by the evaluation is related to the delays in funding and implementation of the projects. Because the initiative is somewhat behind schedule, the evaluation is not as far along at this point as was originally planned. On the other hand, the evaluation also benefitted from the delays in that it had more time to develop procedures which ensure the quality of the data.

The quality of data maintained by juvenile courts and other public agencies, however, constitutes a third problem for the evaluation. As mentioned previously, monthly time-series data on the rate of adjudications and incarcerations is needed to assess the impact of the initiative in these areas. Unfortunately, these data vary greatly in both quality and availability. Plans for a comprehensive analysis of the effect of the restitution initiative on the rate of incarcerations, therefore, may have to be altered.

FOOTNOTES

1. The six states with omnibus grants, and the number of local projects implemented in each, are Delaware (3); New Jersey (19); New York (3); Nevada (9); Washington (6); and Wisconsin (10). A complete list of all grantees, including comprehensive data on their funding, anticipated caseloads, characteristics, and so forth, is contained in Peter R. Schneider and Anne L. Schneider, "Implementation and Policy Issues in the National Juvenile Restitution Initiative: A Six-Month Evaluation Report," Institute of Policy Analysis, August, 1979.

2. These figures assume that the projects will meet their own goals in terms of anticipated caseloads. Included among those to be interviewed are 885 offenders and their victims assigned to non-project control groups.

3. See the program announcement entitled "Restitution by Juvenile Offenders: An Alternative to Incarceration," Office of Juvenile Justice, Law Enforcement Assistance Administration, February, 1978, pp. 101-102.

4. See Peter R. Schneider and Anne L. Schneider, "Continuation Proposal for the National Evaluation of Juvenile Restitution Programs," Institute of Policy Analysis, September, 1978. Additionally, theories derived in various disciplines--such as psychology, sociology, and economics--can be used to link restitution with rehabilitation, deterrence, and victim satisfaction. For a review of these theories, see Peter R. Schneider, "Exemplary Restitution Programs," presented at the Sixth National Conference on Juvenile Justice, San Diego, California, February 4-8, 1979.

5. See Schneider and Schneider, "Implementation and Policy Issues..."

AN OVERVIEW OF RESTITUTION PROGRAM MODELS IN THE JUVENILE JUSTICE SYSTEM

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May 1979

Funding for this research was provided by Grant Nos. 77-NI-99-0005 and 79-NJ-AX-0009 from the Law Enforcement Assistance Administration, OJJDP/NIJJDP, Department of Justice, Washington, DC. Points of view or opinions stated in this document are those of the authors, and do not necessarily represent the official position or policies of the Department of Justice.

AN OVERVIEW OF RESTITUTION PROGRAM MODELS IN THE JUVENILE JUSTICE SYSTEM

INTRODUCTION

A recent survey of 133 randomly selected juvenile courts indicates that many of them occasionally or even frequently require offenders to make monetary restitution to the victims of their offenses.[1] Only a few jurisdictions, however, have developed the procedures, resources, and capacity that would permit restitution to become a major alternative to the traditional dispositions of probation or incarceration. In jurisdictions that have institutionalized the use of restitution by juvenile offenders, the process goes far beyond a simple requirement that offenders return stolen property to the victim or, if they are financially able to do so, pay for damages or loss of property that could not be recovered. The purpose of this paper is to describe in some detail the alternative approaches to restitution developed by a selected group of juvenile courts. The finding, in many of these courts, is that restitution by the offender to the victim has become an integral part of the administration of justice and the rehabilitation of juvenile offenders.

The study was undertaken by the Institute of Policy Analysis at the request of the Office of Juvenile Justice and Delinquency Prevention in preparation for a major initiative by OJJDP to implement and expand the use of restitution in juvenile courts.

From the original group of 133 courts included in the IPA survey, and from other information concerning locations that have developed restitution programs, 15 jurisdictions located in 12 states were selected for site visits, observation, and in-depth interviews. These jurisdictions are not a random sample, but were carefully selected in order to gather information from persons who have had considerable experience with requiring juveniles to make restitution to victims.

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[1] This survey was conducted by the Institute of Policy Analysis as part of the restitution evaluation. The results are reported in "Restitution Requirements for Juvenile Offenders: A Survey of the Practices in American Juvenile Courts," in Juvenile Justice.

ORGANIZATIONAL DIMENSIONS OF RESTITUTION PROGRAMS

In formation from the IPA survey and the visits to 15 juvenile courts has been used to identify seven major organizational dimensions of restitution programs. These dimensions are:

- the goals and purposes of the program;
- the types of restitution that are available;
- the scope of eligibility for the restitution program;
- the procedures for developing the detailed restitution plan;
- the number of services available to offenders from the program;
- the number of services available to their victims (other than restitution itself); and
- the source of control over the restitution process.

As shown in Table 1, each dimension is a continuum, representing the fact that a restitution program could be located at any point on the continuum from one extreme to the other. The dimensions have been selected not only because programs differ on these, but also because they represent the types of decisions that a jurisdiction would have to make if it were intending to implement a restitution program.

TABLE 1: ORGANIZATIONAL DIMENSIONS OF RESTITUTION PROGRAMS

1. GOALS, PURPOSES	victim-oriented	both	offender-accountability
1a. Offender Treatmt	social services		deterrence
2. TYPES OF RESTITUTION/ EMPLOYMENT	financial	2 types 3 types 4 types	all types
3. SCOPE (ELIGIBILITY)	limited		broad
4. DEVELOPMENT OF THE RESTITUTION PLAN			
4a. Victim Role	high		low
4b. Community Role	high		low
4c. Victim/Offender Interaction	high		none
4d. Amount of Negotiation	high		none
5. OFFENDER SERVICES	required	available/ voluntary	none
6. VICTIM SERVICES	many		only restitution
7. SOURCE OF CONTROL			
7a. Case Management Coordination	by restitution program	dual control	by other
7b. Court Control	in the court		independent of the court
7c. Administrative Autonomy	high		low

Goals and Purposes

Selection of the major goals and purposes of a restitution program is perhaps the most important decision the jurisdiction will make. This choice provides guidance for the program components and the methods of implementing various parts of the restitution process. As shown in Table 1, the goals can range from a victim-oriented program to one that is more heavily offender-oriented. It is generally the case, however, that no restitution program can be exclusively offender-oriented because the payment of restitution or even unpaid community service work has some benefits for the victim and/or the community.

Programs that have an offender orientation could lean either toward the "social services" side of the second continuum or toward the "deterrence" side. A program that provides a wide range of social or psychological services to offenders and does not focus as much on repaying the loss to the victim would be considered near the "social service" side. A deterrence program would avoid the appearance that offenders receive positive rewards from the justice system and, therefore, would avoid providing services that are unavailable to youths who did not break the law.

Types of Restitution/Employment

Restitution programs will have to establish a procedure to facilitate financial transactions from offenders to victims and also will have to decide what other types of restitution or employment (if any) will be arranged for offenders. The types of assistance that might be provided include:

Community Service: Community service refers to unpaid work for a nonprofit or government agency. Programs that use community service should arrange for placements of offenders in the agencies and work out a procedure for supervising and monitoring the youths while they work there. The "amount" of community service restitution is measured in hours.

Job Assistance: A program has a job assistance capacity if there are one or more persons on the staff whose primary responsibilities are to locate job openings, usually in the private sector, and notify restitution program clients of these openings. The youths are not "placed" in these jobs and, in fact, must compete with other persons who might apply for the same openings.

Job Development: Job development differs from job assistance in that jobs are "reserved" for the restitution program youths and they do not have to compete with other persons for the openings.

Subsidized Employment: The program could arrange placements in the community service agencies and pay the youth the minimum wage for working there. The youth repays the victim from these funds. A program could organize its own community service work detail and pay youths for each hour spent in the work detail.

Victim Service: When the victim is a public or non-profit agency (such as a school, church, and so on) the youth could be assigned to work for them in much the same way as a community service placement would be handled. But programs also could attempt to place youths with personal victims. (Only a few of the programs included in this study had much success with this effort. Cincinnati prohibited it after initially making it a part of the program.)

Scope of Eligibility

Determining which juveniles should be included in the restitution program is another major decision that must be made by the project. Some programs have eligibility requirements that greatly limit the number and types of offenders who can be included (such as requirements that the youths be first offenders, below a minimum family income level, have committed minor offenses, etc.). Other projects are willing to accept a wider range of clients and have the capacity to handle both pre and post adjudicated youths, serious and minor offenders, and so on.

Development of the Restitution Plan

The activities involved in developing the restitution plan provide a major basis for distinguishing among restitution programs. The victim's role can range from none at all (other than a letter asking for documentation of the loss) to a series of involvements in developing the plan. Programs could conduct personal interviews with victims during the time when the details of the restitution plan are being developed, could encourage victim participation in face-to-face meetings with the offender to negotiate the amount, and could hold a special accountability hearing attended by the victim.

Although most programs have no activities that permit community involvement in the restitutive process, a few have developed mechanisms to accomplish this. One procedure is to identify and train a group of community volunteers who attend a special accountability hearing with the offender and persons from the restitution program (and sometimes the victime) to establish the amount, type, and schedule of restitution.

Victim-offender interaction can vary from none at all to face-to-face meetings, joint negotiation of a "fair" restitution agreement, working for the victim, and so on.

Programs that have the dual goals of victim assistance and offender rehabilitation tend to engage in more arbitration and negotiation than do programs which are exclusively offender-oriented or exclusively victim-oriented. In the latter, the amount of restitution generally is equal to the loss. In the former, the amount is constrained by the youth's ability to pay. Programs which have a dual objective of serving victims and offenders have to negotiate and arbitrate the amount of restitution.

Offender Services

The diagram in Table 1 shows how offender services can vary: They may be required, available but voluntary, or altogether absent from the restitution program. Included are services such as counselling, special education, job training, and family therapy.

Victim Services

Victim services that could be provided as a part of the victim's role in developing the restitution plan include assistance in documenting the loss, property return, advocacy, and so on. In addition, a program conceivably could provide social services or referrals for victims.

Case Management Coordination

The case management dimension varies in relation to whether persons responsible for developing the restitution plan are able to monitor, track, and close the restitution part of the case. A highly coordinated program would be one in which persons who develop the restitution plan have the sole responsibility for monitoring this part of the youth's disposition and have the ability to make their recommendation concerning compliance (or lack thereof) directly to the juvenile court judge or referee. The other end of the continuum is represented by programs in which persons who develop and implement the restitution plan are not responsible for monitoring it. Instead, other persons in the system have the ability to vacate the restitution requirements (or to recommend to the judge that the requirements be vacated).

Court Control

This is an organizational dimension referring to the physical location of the program and to its administrative and financial independence of the juvenile court. A restitution program could be entirely within the juvenile court system (physically located there, financially dependent on the court, administratively dependent on the court) or it could be entirely independent (located elsewhere, financially independent, administratively independent). Programs, of course, could be quasi-independent as well.

Autonomy

The degree of autonomy for a restitution program refers to whether it is part of a traditional court department (intake or probation) or whether it is a separate unit. For programs that are not a part of the juvenile justice system, autonomy refers to the administrative independence within the parent agency.

MODELS OF RESTITUTION

Using the dimensions presented above, it is possible to construct dozens (even hundreds) of different restitution program models. Hypothetically, one could combine every point on each of the dimensions until all possible combinations have been exhausted. By changing the program's position on just one dimension, a slightly different model would be created.

Even though it is somewhat arbitrary to select any particular set of characteristics and describe these as "models" of restitution, we have chosen to discuss seven general models of restitution programs. These particular ones illustrate the range of models that might be used and illustrate the models which have the closest fit to the 15 sites that were included in this study. It should be emphasized that these seven do not exhaust the models that could be developed and jurisdictions intending to implement restitution programs could mix and combine these in a variety of ways. (Additional combinations are presented in Appendix A.)

Basic Restitution Models

In the most basic model, the restitution program consists entirely of a procedure for handling financial transactions from offender to victim. The victim is notified (usually by letter or by the police officer) that he or she may be able to obtain restitution by sending a statement to the court documenting the losses from the offense. Prosecuting attorneys (and/or the judge) ask for restitution in cases where the loss was documented by the victim. The offender makes payments to the court, which, in turn, reimburses the victim. In one variant of this type, the financial office of the court is responsible for notifying the probation officer or the judge when the full amount has been paid. In another version, probation officers act as the intermediaries, monitor the payments, and notify the court of the youth's progress in complying. In either type, the primary characteristics of the program are the absence of activities which provide assistance to victims (other than restitution), the absence of activities that would accentuate the therapeutic value of restitution to the youths, and the absence of activities that would permit a greater number of youths to participate. These models normally would be expected to have goals which place about equal emphasis on offender rehabilitation and victim assistance.

Expanded Basic Restitution Models

This model is identical to the previous one except that the program develops the capacity to assist youths from low-income families in finding employment and/or provides subsidized employment for them. The basic goal of the program is to provide as much compensation as possible (but not to exceed the documented loss) for as many victims as possible through the juvenile court. The employment capacity is viewed primarily from this perspective, although the therapeutic value of restitution to the offender is not overlooked.

Victim Assistance Models

A victim assistance model provides for a means of making financial transactions, has subsidized employment or job assistance for youths from low-income families, and greatly increases the court's capacity to assist victims in obtaining full restitution. The additional activities could include victim assistance in documenting losses; assistance in property recovery; victim advocacy during the court proceedings when the amount of restitution is being established; and information to the victim about the availability of civil court remedies. Other services might also be provided to victims, such as transportation from the scene of the crime, transportation to court to appear as a witness, and so on.

Victim Assistance/Offender Accountability Models (Arbitration Models)

This model (VA/OA) differs from the victim assistance model by a marked increase in the types of activities that could maximize the therapeutic value of restitution. The VA/OA model differs from the basic restitution model in that the former has more activities intended to help both the victim and the offender. In order to maximize the potential impact on youths, jurisdictions using this model would focus considerable attention and resources on victim-offender interaction: face-to-face meetings; reaching an agreement with both concerning what is a "fair" and "equitable" amount of restitution; encouraging the victim to permit the offender to work off the restitution for the victim; encouraging the offender to apologize to the victim, and so on. Because of the dual goals (victim restitution and offender accountability) these programs often must negotiate and arbitrate the amount of restitution. If it is too high, then the youth will not be able to make restitution to the victim and much (perhaps all) of the therapeutic value would be lost. Assistance to youths in finding employment would extend to all offenders, not just those from low-income families. In addition, the program normally would arrange for community service placements so that offenders who cannot make financial restitution (because they are unable to find a job or are too young to work) can participate in an indirect restitutive process. When the property is recovered immediately and returned to the victim, the offender can be assigned community service hours to "make restitution" (indirectly) for the offense itself, not just for the monetary loss. In relation to the social services versus deterrence dimensions, programs could lean either way. A variant of this model could be called offender accountability/victim assistance model. It would differ from the VA/OA only in that offender accountability is slightly more important.

Employment/Restitution Models

The employment/restitution model differs from previous ones in that its primary focus is on finding employment for offenders with the dual purpose of (a) permitting the offender to make restitution to the victim and (b) reducing the unemployment among youths and thereby (theoretically) reducing the likelihood of recidivism. The rationale for this approach is that unemployment is a major cause of juvenile crime. Programs fitting this model would be expected to expend considerable resources in job assistance and job development. Job placements would have the potential for long-term employment or for the development of job skills which would result in permanent employment.

Social Services/Restitution Models

A social services/restitution model is defined as one in which restitution is viewed as therapeutic for the offender but, in addition, the youths would be required to participate in other social services, such as counselling, special education, or job training. The focus in jursidctions using this model has shifted substantially from the victim toward the offender and much less emphasis is placed on obtaining restitution or providing victim assistance even during the restitution process.

Community Accountability/Deterrence Models

A community accountability/deterrence program is similar to some of the others in that one of the primary objectives is to hold juvenile offenders accountable and responsible for their actions through procedures in which the offender is made aware of the personal consequences of the crime for the victim. The model differs from others in the following ways:

1. The program is physically located within the neighborhood or small community in which the juvenile lives;

2. The procedure for establishing the amount, type, and schedule of restitution involves participation by a panel of community volunteers who are trained and coordinated by a restitution counsellor;

3. Offenders are made aware of the consequences of their acts for the victim (who, therefore, must be repaid) and are made aware of the fact that persons within the neighborhood believe that crime detracts from the quality of life in that area of the city. Thus, the community also must be repaid for the offense through community service work.

4. The program objectives are more toward the offender than the victim and are oriented primarily toward deterrence rather than social service approaches. Specific deterrence is to be achieved by the restitution process combined with community services. General deterrence is to be achieved through the use of a highly visible, community-oriented response to juvenile crime that does not permit participation in social services or psychological counselling to be a substitute for offender accountability and responsibility for the crime itself.

Source of Control

The seven models were described in relation to their goals and activities without consideration of whether they are within the juvenile justice system or independent of it; without consideration of the amount of control the program has over the restitution process from beginning to closure; and without consideration of whether the program is relatively autonomous or entirely incorporated within a traditional court department such as probation or intake. By adding these three additional dimensions, one produces even more models of restitution. These dimensions are extremely important but were omitted from the general descriptions for the sake of brevity.

OVERVIEW OF THE 15 PROGRAMS

Table 2 shows each of the seven general models and the programs that have at least a fair degree of similarity to the model.

Three programs that are similar to the basic model (Alameda County, Santa Fe, and Topeka) are all much older than the more elaborate programs described in the lower section of the table. In Alameda County and Santa Fe, the probation officers handle the restitution process. Judge William Honeyman and his secretary handle the program in Topeka, Kansas (with assistance from the prosecuting attorney and the guardian ad litum who know they will be asked to document the victim's loss and assess the offender's ability to pay). Denver has two restitution programs: One is located in the court and is managed by the probation officers; the other is administered as a part of the district attorney's diversion program for juveniles.

Cincinnati, one of the oldest programs in the nation, is a good example of an expanded basic model. The restitution department is located within the financial office of the juvenile court in Cincinnati and they handle the financial aspects of restitution. In addition, the court has a paid and an unpaid work detail primarily for youths who are from low-income families and/or who have been required to do community service work. These are

TABLE 2: OVERVIEW OF THE 15 PROGRAMS

	LOCATION	NAME	BEGAN IN
1. Basic Restitution Models	Alameda County, CA	none	1963
	Santa Fe, NM	none	1953
	Topeka, KN	none	----
	Denver, Co	none	----
2. Expanded Basic Restitution Models	Cincinnati, OH	none	1959
	Salt Lake City, UT	none	1977
3. Victim Assistance Models	Las Vegas	Victim Assistance	----
	Dorchester, MA[1]	Urban Court, Victim Assistance	1975
4a. Victim Assistance/ Offender Accountability Models	Oklahoma County, OK	Victim Assistance/Restitution	1975
	Tulsa County, OK	Victim Assistance	1975
	Rapid City, SD	Victim Assistance	1973
4b. Offender Accountability/ Victim Assistance	Anne Arundel County, MD	Community Arbitration	1973
	Quincy, MA	Earn-It	1976
5. Employment/Restitution Model	Lowell, MA[1]	Juvenile Restitution Program	1977
6. Social Services/ Restitution Model	Dorchester, MA[1]	Urban Court,	1975
	Lowell, MA[1]	Juvenile Restitution Program	1977
7. Community Accountability model	Seattle, WA	Community Accountability Program	1974
	Dorchester, MA[1]	Urban Court, Community Disposition Panel	1975
	Lowell, MA[1]	Juvenile Restitution Program	1977

[1] These programs are listed more than once because they are mixed models.

administered separately from the financial aspects of restitution.

Salt Lake City's restitution program is located with the probation department and is supplemented by subsidized work for indigent youths administered through a non-profit community agency.

The best example of a victim assistance model probably is the program in Las Vegas. Although the victim assistance coordinator is, technically, a probation officer, her primary role is to act as a victim advocate and to provide victim assistance. Probation officers handle the case management and act as advocates for the youth's interests.

Dorchester, Massachusetts, has a highly developed program, called the Urban Court, which has a quasi-independent relationship with the District Court from which its referrals come. This program is primarily for adults but they have had about 30 juvenile cases since expanding the program to include juveniles. The Urban Court has several components and, for that reason, is listed next to several of the restitution models shown in Table 2. The victim assistance component provides victim services, including victim advocacy and representation during the time when the details of the restitution plan are being developed. The disposition panel consists of a group of highly trained community volunteers who accept cases from the court, conduct a non-judicial hearing that is attended by the victim or victim advocate, the offender, the restitution coordinator, and a person who is the social services counsellor or "associate probation officer" for the youth. The amount, type, and schedule are negotiated at this panel hearing. Thus, Dorchester has one unit that fits the victim assistance model and another (the disposition panel) that fits the community accountability model. In addition, however, the Dorchester program involves the development of a social service plan for every offender that, at a minimum, requires one hour of counselling each week. Thus, the Dorchester program also has characteristics similar to the social services/restitution model.

No program has a particularly good fit with the employment/restitution model although it is possible that the Lowell, Massachusetts, juvenile restitution program will develop into this type. This program was funded late in 1977 and had received only seven cases at the time of the site visit. It was modelled after the disposition component of the Urban Court in Dorchester, but a preliminary assessment of its operations indicates that it may place more emphasis on long-term employment than the other programs. Because the Lowell program intends to require counselling and other services for every offender, it also has been listed next to the social services/restitution model.

The victim assistance/offender accountability programs have been divided into two groups. In the first group, the emphasis probably is more toward offenders than victims and, therefore, the double-name of this model has been reversed. The AnneArundel County, Maryland, program serves as an alternative to court intake. A lawyer/arbitrator meets with the offender and the victim to screen the case and, if the evidence warrants, to establish the amount, type, and schedule of restitution. There are no other services for victims, but the field coordinators who monitor the case can provide other services to the youths.

The "Earn-It" program in Quincy, Massachusetts, has a better-developed program for finding jobs than any of the others. Businesses are asked to "donate" 100 hours of work for the program clients. It might be argued that the Quincy program should be considered an employment/restitution model, but because most of the jobs are provided on a temporary basis for the purpose of enabling the offender to earn enough money to pay restitution and because of the emphasis on victim-offender interaction, it seems more reasonable to classify the Quincy program as an offender accountability/victim assistance approach.

The second group of victim assistance/offender accountability programs all started as victim assistance models but evolved into programs with a balanced approach toward offenders and victims. All three programs (Oklahoma County, Tulsa County, and Rapid City, South Dakota) emphasize victim-offender interaction and the provision of sufficient job assistance or community service work so that no youths are excluded from the program due to an inability to pay restitution.

The Seattle Community Accountability Program is virtually identical to the accountability model described previously because that model was derived from the approach taken in Seattle.

DISCUSSION OF PROGRAM CHARACTERISTICS

The characteristics of each program are shown in Table 3 and are discussed below.

Organization and Administration

Three programs are completely independent of the juvenile justice system (Seattle, Anne Arundel, and Lowell). Dorchester and Quincy, Massachusetts, are administratively independent of the court, physically separate, but their funding is channeled through the court.

The rationale for establishing restitution programs independent of the juvenile justice system differs to some extent among these sites. In Seattle, one of the major assumptions upon which the Community Accountability Program (CAP) was established is that a high percentage of juvenile crime is "attributable to the failure of the existing system to hold youths

TABLE 3: CHARACTERISTICS OF PROGRAMS[1]

PROGRAMS	Court Control & Autonomy	DEVELOPMENT OF THE PLAN				Case Management by
		Special Victim Interview	Negotiation of Plan	Encourage Face-to -Face Meeting	Community Account. Panel	
I. BASIC MODELS						
1. Alameda County	Probation	letter	no	no	no	probation
2. Santa Fe	Probation	usually	usually	no	no	probation
3. Topeka	judge & intake	no	no	no	no	judge/secretary
4. Denver	DA & probation	no	no	no	no	DA staff/probation
II. EXPANDED BASIC MODELS						
1. Cincinnati	Several court units	letter	no	no	no	RC/probation
2. Salt Lake City	probation/ non-profit	no	no	no	no	probation
III. VICTIM ASSISTANCE MODELS						
1. Las Vegas	Court admin. unit	yes	yes	yes	no	probation
IV. VA/OA MODELS						
1. Oklahoma County	Court admin. unit	yes	yes	yes	no	RC
2. Tulsa County	Court admin. unit	yes	yes	yes	no	RC
3. Rapid City	Court admin. unit	yes	yes	no	no	RC
V. OA/VA MODELS						
1. Anne Arundel County	Independent	yes	yes	yes	no	RC
2. Quincy	Quasi-independent	usually	not usually	yes	no	RC
VI. COMMUNITY ACCOUNT. MODELS						
1. Seattle	Independent	yes	yes	yes	yes	RC & panel
2. Dorchester	Quasi-independent	yes	yes	yes	yes	YC
3. Lowell	Independent	yes	yes	yes	yes	YC

[1] RC refers to a restitution coordinator or person with similar title whose major responsibility is restitution. YC refers to a youth counsellor other than probation officer or the restitution coordinator.

TABLE 3 (continued)

PROGRAM	TYPES OF RESTITUTION			EMPLOYMENT CAPACITY OF PROGRAM			
	Property Return	Encourage Work for Victim	Financial	Community Service	Subsidized Employment	Job Assistance	Job Development
I. BASIC MODELS							
1. Alameda County	court	no	yes	no	no	no	no
2. Santa Fe	court	yes	yes	some	no	no	no
3. Topeka	court	yes	yes	no	no	no	no
4. Denver	court	?	yes	no	no	no	no
II. EXPANDED BASIC MODELS							
1. Cincinnati	court	no	yes	yes	yes[1]	yes	no
2. Salt Lake City	court	?	yes	no	yes[1]	no	no
III. VICTIM ASSISTANCE MODELS							
1. Las Vegas	yes	yes	yes	no	yes	yes	no
IV. VA/OA MODELS							
1. Oklahoma County	yes	yes	yes	yes	no	yes	
2. Tulsa County	yes	yes	yes	yes	no	no	no
3. Rapid City	yes	yes	yes	yes	no	no	no
V. OA/VA MODELS							
1. Anne Arundel County	no	yes	yes	yes	no	no	no
2. Quincy	no	yes	yes	yes	no	yes	yes
VI. COMMUNITY ACCOUNT. MODELS							
1. Seattle	no	yes	yes	yes	yes	no	no
2. Dorchester	yes	yes	yes	yes	no	yes	no
3. Lowell	no	yes	yes	yes	yes	no	yes[1]

[1] Jobs limited by parental income requirements. In Cincinnati approximately 25 percent of the funds for subsidized employment have no parental income limitations.

TABLE 3 (continued)

PROGRAM	OTHER SERVICES FOR OFFENDER FROM PROGRAM[1] Program Social Services: Required	Available	OTHER SERVICES FOR VICTIM FROM PROGRAM Assistance with Prop. Return	Victim Advocacy	Asst. in Devlp. Documentation of Loss	Others
I. BASIC MODELS						
1. Alameda County	none	none	no	no	no	no
2. Santa Fe	none	none	no	no	no	no
3. Topeka	none	none	no	no	no	no
4. Denver	none	yes (diversion only)	no	no	no	no
II. EXPANDED BASIC MODELS						
1. Cincinnati	none	none	no	no	no	no
2. Salt Lake City	none	none	no	no	no	no
III. VICTIM ASSISTANCE MODELS						
1. Las Vegas	none	none	yes	yes	yes	yes
IV. VA/OA MODELS						
1. Oklahoma County	none	none	yes	yes	yes	yes
2. Tulsa County	none	none	yes	yes	yes	yes
3. Rapid City	none	none	yes	yes	yes	few
V. OA/VA MODELS						
1. Anne Arundel County	none	yes	no	yes	no	no
2. Quincy	none	none	no	no	no	no
VI. COMMUNITY ACCOUNT. MODELS						
1. Seattle	none	yes	no	no	no	no
2. Dorchester	yes	yes	yes	yes	yes	yes
3. Lowell	yes	yes	no	yes	yes	yes

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[1] This is defined narrowly and means that the restitution program (as distinct from the court) provides or requires social services. Many of the courts require or make available social services, but the restitution component does not. In Denver, social services are available from the diversion restitution program.

accountable for their offenses through the prompt and appropriate application of social sanctions on the local level" (City of Seattle Criminal Justice Plan, 1977, page 258). Thus, the city established three CAPs, each located within a geographically confined neighborhood, for the purpose of returning juvenile offenders to their own communities for the development of the restitution plan. The community-based program also is consistent with the fact that the Seattle program seeks not only to rehabilitate offenders, but also to deter juvenile crime through the swift, certain, and highly visible application of the restitution sanction by an organization within the neighborhood itself.

The Dorchester Urban Court program attempts to maintain a relative degree of independence in order to increase community participation in the administration of justice. Due to its independence, the Dorchester program is able to handle a number of functions that are not a traditional part of the justice system, including restitution, victim assistance, and community mediation.

The three victim assistance/offender accountability programs (Oklahoma County, Tulsa County, and Rapid City) are located within the juvenile court but are administratively independent of intake and probation. The establishment of a separate administrative unit for these programs was intended to improve the visibility and coordination of their functions and to avoid the problem of victim assistance/restitution being considered of secondary importance to traditional court activities. In Las Vegas, the victim assistance coordinator and staff are, technically, probation officers, but do not have a regular probation caseload and are physically located several blocks from the juvenile court.

The six basic restitution programs differ in terms of how the restitution activities are organized. In some, there is no [illegible] coordinated group of persons who handle all the activities normally associated with restitution. The restitution "program" is very hard to find when some activities are handled by intake, some by probation, others by the prosecutor and defense attorney, some by the judge, and some do not exist at all.

It should be noted that the independent and quasi-independent programs are no more likely to be juvenile diversion programs than are the court-administered ones. Dorchester and Lowell (Massachusetts) accept only adjudicated cases. The Anne Arundel County program accepts only diverted cases. All the others have a mixture of diverted and adjudicated youths.

It should also be pointed out that all programs can have problems in coordinating their activities with other parts of the juvenile justice system. The independent programs require well-developed agreements or arrangements with the court if they expect to receive any cases. The first Seattle program began with considerable support from the neighborhood where it was located and from the Law and Justice Planning Office, but due to a lack of coordination with the court it received only 17 cases in the first nine months. The victim assistance coordinator in Oklahoma City said that her program could not possibly have worked without the full cooperation of all the court units (intake and probation), the juvenile bureau director, and the juvenile judges. Most of the VA/OA programs at one time or another have had problems in obtaining notification of cases which they should be working on. Cases can "fall through the cracks" if arrangements are not made with intake, probation, and the judge to routenize the notification procedure.

The basic models risk a different type of coordination problem. If the various activities required in a restitution program are divided among many persons, most of whom have major responsibilities for other court functions, there is a danger that restitution will be of secondary importance or will be used sporadically rather than as an integral part of the court's justice system.

Development of the Restitution Plan

The restitution plan typically includes the amount of restitution, the type (financial, community service, or both), the payment schedule, and supplementary information used to justify that the agreement is a fair and reasonable one. All programs except the basic models use very similar procedures in developing the plan. Typically, the victim and offender are both interviewed by the restitution coordinator. The purposes of the interview are (1) to establish the amount of loss, (2) to assess the offender's ability to make restitution, (3) to discuss with the victim whether the offender can work for him or her to make restitution, (4) to determine whether the victim would be willing to meet face-to-face with the offender, and (5) to determine whether (or how) the victim wishes to be involved in other aspects of developing the restitution plan. Most of the accountability programs invest considerable resources in this part of the restitution process and attempt to develop (or negotiate) a plan that both the offender and victim accept as fair and equitable. In most of these programs, it is considered very important that the offender and victim meet face-to-face, but program personnel acknowledge that this is difficult and that it requires time, discussion, and persuasion to convince victims that some purpose will be served by their future participation in the restitution process.

The efforts to reach a restitution agreement acceptable to both the victim and offender stem from trying to accomplish the dual goals of offender rehabilitation and victim satisfaction. Since juveniles often are unable to make full financial restitution, it is important to convince the victim that the agreement represents all that the youth can reasonably be expected to accomplish. Further, many programs believe it is quite important that the youth be successful in his or her efforts to restitute the victim. As one restitution counsellor said, "We must not just set the youth up for another failure. It is very important that, when the restitution plan is complete, the youth will know that the victim, the court, and the community believe the debt has been paid."

In the VA/OA models the details of the restitution plan are developed by program personnel, but in the three community programs (Seattle, Lowell, and Dorchester), a very different approach has been used. In these, a panel of community volunteers (trained and coordinated by the restitution officer) meet with the offender and conduct a non-judicial "hearing" of the case to establish the amount, type, and schedule for restitution.

In Seattle, Dorchester, and Lowell, the community panel and hearings are the heart of the restitution program. The major purpose of all three programs is that the offender must accept responsibility for the crime and must be held accountable for it by the community. The community members and the victim or victim advocate attempt to insure that the juvenile recognizes the personal consequences of the crimes for victims and others in the community. In Anne Arundel, the arbitration hearing is the heart of the restitution program. Its purposes and procedures are virtually identical to a community panel hearing except that the hearing is conducted by a community arbitrator who is a lawyer.

The process in Tulsa, Oklahoma City, and Rapid City is very similar to that used by the community panel and the arbitrator, except that they rely upon the experience, skill, and persuasion of the restitution connsellor rather than a community panel or arbitrator. One program administrator said that the program works only because of the experience and skill of the restitution counsellors. "You cannot send inexperienced people out to do these jobs," she said.

The basic models differ from the others in that there usually is no personal interview with the victim (a letter is sent) and there is no person or group that seeks to negotiate with the victim and offender until a plan is agreed to by both. Instead, the information upon which the plan is based is collected by one or more persons in the juvenile justice system as a part of their responsibility as intake officers, probation officers, prosecuting attorney, and so on.

Case Management

After a restitution plan has been developed for a youth (and approved in accordance with the laws and procedures of the court) it has to be implemented, monitored, and closed. Jurisdictions which have full-time staff for the restitution program normally permit the person or group who developed the plan to implement, monitor, and close the restitution requirements. In Dorchester, however, three persons from the program are involved in developing the plan: the restitution coordinator, the youth advocate, and a representative from the victim assistance unit. The panel not only establishes the amount of restitution, but also is responsible for developing the entire sentence, including all the conditions of probation and a "social service" plan for the youth. It is the youth advocate (called an associate probation officer) who implements and monitors the plan.

In Seattle the restitution coordinator monitors the case and determines when the youth has complied with the restitution agreement. Anne Arundel's Community Arbitration program has several field restitution coordinators who implement the restitution plan (and any other requirements established by the lawyer/arbitrator).

The three VA/OA programs have a case management plan in which the restitution/victim assistance counsellor is responsible for monitoring the case. These cases sometimes are staffed both by the restitution counsellor and probation officer, but this is not always true. It apparently is the practice in Oklahoma County, Tulsa County, and Rapid City that when dual staffing exists for a case, the restitution requirements are primarily the responsibility of the restitution program and would not be vacated by the probation officer. In most of the basic models the restitution requirements are administered as a part of informal or formal probation.

How the restitution requirement is enforced by the jurisdiction varies a great deal among the different sites and on a case-by-case basis within each site. Enforcement, however, was not reported as much of a problem by any of the programs (with the possible exception of Las Vegas where probation officers sometimes vacate the requirements without notifying the victim coordinator). Only in two sites is restitution always a condition of probation or a part of the sentence (Dorchester and Cincinnati). If the youth does not comply, the case is returned to the judge. In Tulsa County, restitution is not a condition of probation, but is a "strong inference" made by the judge at the disposition hearing. One restitution coordinator said, "If a juvenile is not making payments, we meet with him and the victim and try to figure out what's wrong. Usually we can resolve the problems and get the restitution. The juveniles who are totally unwilling to make restitution usually are messing up on other things as well and are in violation of probation." In Seattle if the youth does not comply the case is returned to the source of referral which is either court intake, probation, or the judge.

Types of Restitution/Employment Options

The types of restitution and/or employment alternatives made available by the programs are shown in Table 3.

The first type of restitution--return of stolen property--is a program responsibility in Dorchester, the three VA/OA programs, and in Las Vegas. In the others, the court or police handle property return and this is not considered to be an activity of the program. All of the programs except Cincinnati encourage work for the victim, but none report any spectacular success in achieving this type of restitution.

Cincinnati originally encouraged work for the victim or for other private persons, but discontinued the practice entirely because of victim reluctance, the court's fear that victims might retaliate against the youthful offender, and because of the cost of providing on-site supervision of the work (the court requires on-site supervision of all court-ordered work details).

Most programs act as an intermediary for financial restitution: The offender pays the program or the court which, in turn, reimburses the victim. In Tulsa, however, the offender is supposed to pay the victim directly and obtain a receipt. The Tulsa program will act as an intermediary when necessary but the check or money order has to be made out to the victim.

All of the programs except the basic models arrange for community service work. Seattle, Lowell, Cincinnati, and Salt Lake City make subsidized employment available to restitution clients.

A program is considered to have a "job assistance" capacity if there are one or more persons on the program staff whose primary responsibility is to identify job openings and provide information to offenders about potential jobs in the private sector. Job development, as defined here, refers to the capacity to actually create or arrange for paying jobs that serve as placements for juvenile offenders in the restitution program. The Quincy, Massachusetts, program has arranged for local businesses to "donate" a certain number of hours each year as placements for restitution clients. The business pays the offender for work that is done and a portion of the earnings is returned to the victim as restitution. Although the businesses have the right to refuse cases, the program is able to reserve job placements for the offenders and they do not compete with other applicants for the positions.

One of the major distinctions between the more fully developed programs and the basic models is in the capacity to make it possible for offenders to make restitution to victims. Most of the programs, including the basic models, require some *effort* by the youth in making restitution to the victim even when all property is recovered and returned or when the youth can pay the amount out of savings.

When all of the stolen property is returned immediately, some of the programs require community service hours. One program sometimes deals with shoplifting cases (in which the property usually is recovered undamaged) by having the youth place the items on lay-away and work until they have sufficient funds to buy the items that were stolen. Vandalism is often handled by having the youths repair the damage and, in addition, do other types of cleanup or repair work on items of the same type that were damaged.

Virtually all the programs included in the study are aware of the problems created by a lack of job placement capacity. When the program does not have community service arrangements, job assistance, job development, or subsidized employment, the youths who are financially unable to make restitution cannot be included in the program. It is common procedure that, if the youth has the funds in savings or has a job, he or she is permitted to pay restitution from these funds but will be required to do some community service work. It also is common procedure in most programs to discourage parents from paying the restitution, or, if parents pay, the restitution counsellors attempt to have the offender work for the parents and repay them. They say this is difficult to do and impossible to enforce. In Seattle, the community panel asks the parents to agree not to pay the restitution and they may refuse to take the case if the parents will not agree to this condition. Some programs, however, are much more victim-oriented and are more inclined to take payment from whatever source is most conducive to immediate victim compensation. One of the objectives of the Cincinnati program is to shift financial responsibility from parents to the youth, but the restitution can be paid by parents.

The Seattle program differs from the others in that they often require restitution to both the victim and to the community on the grounds that crime has consequences for the victim (who, therefore, should be repaid) and that crime detracts from the quality of life in the neighborhood. Thus, the community also should be repaid by the offender.

Most of the programs develop employment options so that youths can be included in the restitution program who otherwise would not have the financial capacity to make restitution. In some jurisdictions, however, employment itself is considered to be of considerable value in prevention of future delinquency. The Massachusetts programs all consider the lack of employment to be a major source of juvenile crime and, therefore, the provision of jobs is viewed as having a potential rehabilitative effect. Program personnel acknowledge that there are severe problems with this, however, because it is almost impossible for the program to find enough permanent positions for the youths.

Other Services for the Offender

Many of the restitution programs do not provide social services or require offenders to participate in treatments such as counselling, special education, and so on. Most of the basic models are considered as having no social services available because, even if these are available or required by the court, they are not associated with the restitution function.

The Dorchester and Lowell programs require all clients to participate in counselling sessions and often require other types of social service treatments. In Anne Arundel County, the arbitrator can require other "treatments" in conjunction with restitution. The VA/OA programs and the victim assistance models do not provide or require these types of services because it is not considered a part of their function but is more appropriately handled by probation.

The Seattle program has articulated an interesting position in relation to the provision of social services by the juvenile justice system. It is the contention of this program that the juvenile justice system's first response to juvenile crime should be to hold the youth responsible and accountable for the offense. The second response should be to inform the youth of the types of social services that are available from the program or in the community. These, however, should never be required and when made available by the program they should be kept distinctly separate from the restitutive function. Thus, a client received by the community accountability program from the juvenile court must first participate in the panel hearing, agree to a restitution plan, and only after these activities is the CAP counsellor to interview the youth, assess his or her social needs, and advise the person of the types of counselling and special education programs available from the community accountability program. This approach was prompted by the belief that a community accountability program could have a deterrent effect on juvenile crime (as well as a rehabilitative effect) but only if youths in the community recognized that the commission of an offense would result in repayment and work rather than in required counselling, special tutoring, and unenforceable behavior requirements (such as curfew).

Other Services for Victims

Las Vegas, Dorchester, and the three VA/OA programs provide a number of services to victims. All of these provide assistance to victims in recovering property, development of written documentation for the losses, transportation to court, and other similar services. Victim advocacy is difficult to define, but generally means that the program has someone who speaks on behalf of the victim during the time that the restitution plan is being developed. Dorchester has a victim assistance unit which is staffed separately from the restitution unit. Thus, persons who advocate for the victim are not involved simultaneously with balancing the needs of the youth. In Oklahoma County, Tulsa County, and Rapid City, the restitution counsellor assumes the role of an arbitrator or negotiator to balance the victim and offender points of view. In spite of the dual role, persons we interviewed did not view this as a problem or a conflict of interest. In Las Vegas, the victim coordinator has the primary role of victim advocate and probation officers tend to be advocates for the youth.

APPENDIX A

The restitution models discussed in the text are derived primarily from three of the dimensions: Victim-oriented activities; offender-oriented activities; and the type of offender activities (service-oriented or deterrence-oriented).

As shown in Table A1, the basic restitution model (far right on the diagram) is derived from victim-oriented activities being confined to financial restitution only; offender-oriented activities being confined to financial restitution only; and no assistance of any type to the youths. The expanded basic model differs only in that the type of activities for the youths include assistance to those from low-income families.

There are three models in which victim-oriented activities are limited to financial restitution, but offender-oriented activities are more extensive. If these are social service oriented, then the resulting model is the social service/restitution model. If the activities are employment-oriented (e.g., long-term employment, job skills, etc.) then the model is called employment/restitution. The third one of these (offender accountability) is a result of the offender activities being deterrence-oriented (such as special panels or hearings focusing on accountability/responsibility and explicit prohibition of "positive" activities until restitution agreements have been reached).

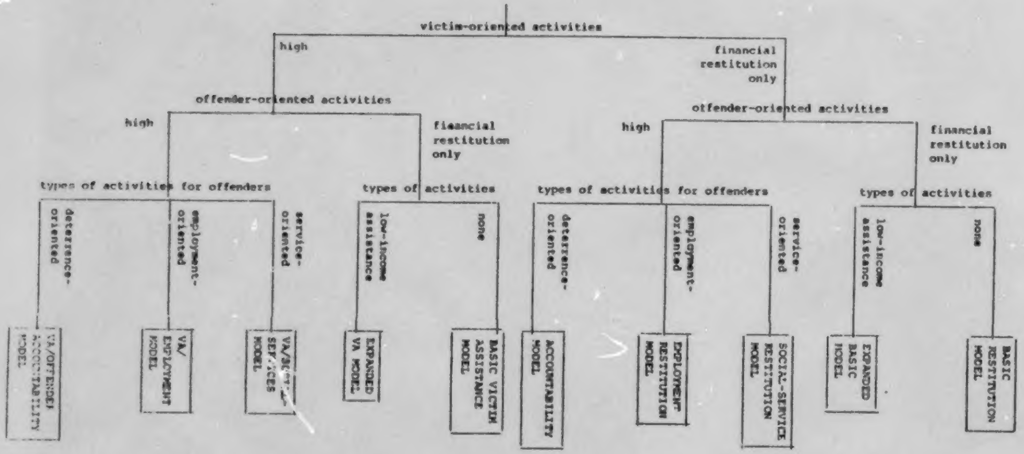
On the left side of the diagram are models in which victim-oriented activities are high. These models carry the same generic names except that "victim assistance" is inserted in front of the other name. Thus, there is a victim assistance basic model, a victim assistance expanded model, and so on.

The ten models would be expanded to 20 by placing the word "independent"

-34

in front of each to indicate that the program is independent of the juvenile court. Any other dimension listed in Table 1 of the text could be used in conjunction with the ten models shown. For example, a community accountability model would have the characteristics of the accountability model shown in Table A1 but would be "high" on the amount of community involvement in the restitution process.

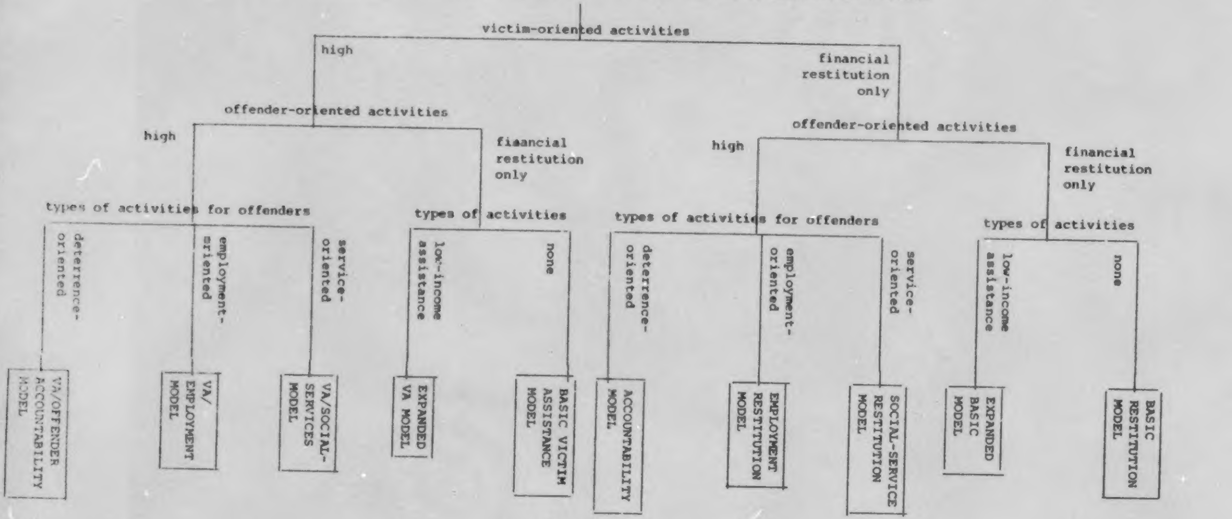
TABLE A1: DERIVATION OF RESTITUTION MODELS FROM THREE DIMENSIONS OF RESTITUTION PROGRAMS[1]


victim-oriented activities
high
financial restitution only
offender-oriented activities
high
financial restitution only
offender-oriented activities
high
financial restitution only
types of activities for offenders
deterrence-oriented
employment-oriented
service-oriented
types of activities
low-income assistance
none
types of activities for offenders
deterrence-oriented
employment-oriented
service-oriented
types of activities
low-income assistance
none
VA/OFFENDER ACCOUNTABILITY MODEL
VA/EMPLOYMENT MODEL
VA/SOCIAL-SERVICES MODEL
EXPANDED VA MODEL
BASIC VICTIM ASSISTANCE MODEL
ACCOUNTABILITY MODEL
EMPLOYMENT RESTITUTION MODEL
SOCIAL-SERVICE RESTITUTION MODEL
EXPANDED BASIC MODEL
BASIC RESTITUTION MODEL

---

[1] The three dimensions from which these 10 models are derived are victim-oriented activities, offender-oriented activities, and type of offender activities (social service oriented vs. deterrence-oriented). Although the dimensions have been treated as categorical variables (e.g., "high" vs. "low"), these are, in fact, continua and are displayed categorically only to permit the development of a typology of restitution models. An actual restitution program could mix and combine the various activities in several ways not shown here, thereby creating mixed models or entirely new models. By incorporating other dimensions shown in Table 1 of the text, a multitude of additional models can be created.

TABLE A1: DERIVATION OF RESTITUTION MODELS FROM THREE DIMENSIONS OF RESTITUTION PROGRAMS[1]


victim-oriented activities
high
financial restitution only
offender-oriented activities
high
financial restitution only
types of activities for offenders
deterrence-oriented
employment-oriented
service-oriented
types of activities
low-income assistance
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VA/OFFENDER ACCOUNTABILITY MODEL
VA/ EMPLOYMENT MODEL
VA/SOCIAL-SERVICES MODEL
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BASIC VICTIM ASSISTANCE MODEL
offender-oriented activities
high
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employment-oriented
service-oriented
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low-income assistance
none
ACCOUNTABILITY MODEL
EMPLOYMENT RESTITUTION MODEL
SOCIAL-SERVICE RESTITUTION MODEL
EXPANDED BASIC MODEL
BASIC RESTITUTION MODEL

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[1] The three dimensions from which these 10 models are derived are victim-oriented activities, offender-oriented activities, and type of offender activities (social service oriented vs. deterrence-oriented). Although the dimensions have been treated as categorical variables (e.g., "high" vs. "low"), these are, in fact, continua and are displayed categorically only to permit the development of a typology of restitution models. An actual restitution program could mix and combine the various activities in several ways not shown here, thereby creating mixed models or entirely new models. By incorporating other dimensions shown in Table 1 of the text, a multitude of additional models can be created.

RESTITUTION REQUIREMENTS FOR JUVENILE OFFENDERS: A SURVEY OF THE PRACTICES IN AMERICAN JUVENILE COURTS

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June, 1977

Funding for this report and research was provided by Grant No. 77-NI-99-0005 from the Law Enforcement Assistance Administration, Department of Justice, Washington, D.C. Points of view or opinions stated in this document are those of the authors, and do not necessarily represent the official position or policies of the Department of Justice.

INTRODUCTION

An often-expressed complaint in the literature on juvenile restitution concerns the lack of information about the extent to which restitutive sanctions are employed by juvenile courts.[1] Experts appear to disagree: while some view restitution as a common or even necessary part of the juvenile court structure, others--particularly writers of proposals seeking funding for restitution programs--stress the unique and innovative character of the practice.[2] There is, moreover, confusion over the purposes of restitution, i.e., whether it is victim-oriented or directed toward the rehabilitation of the offender.[3] Finally, there exist no or only very sketchy operational data concerning such things as compliance rates and methods of enforcement. As interest in the concept of restitution among juvenile justice policy planners increases, more information clearly will be required.

Previous Surveys

Reliable information concerning the effectiveness of restitution as a preventative of future crimes and delinquency must await the completion of systematic evaluation efforts.[4] However, some very useful information on the operation of selected restitution programs already has been compiled. The Minnesota Restitution Center, a program for adults established in 1972, is perhaps the best documented.[5] In addition, comparative surveys were conducted by Herbert Edelhertz (1975); the American Institutes for Research (1976); and Joe Hudson, et al. (1977)[6]. These surveys focused on the best known of existing restitution programs and discussed them in accordance with a number of dimensions such as major goals and procedures for reaching and enforcing restitution contracts. Edelhertz analyzed seven programs in this fashion, Hudson discussed 19 programs, and the American Institute of Research, which confined its survey to juvenile restitution programs, dealt with 11.

While the surveys were appropriate for some purposes--such as the identification of major issues and common problems through the description of a limited number of illustrative examples--they clearly were inappropriate for others. First, no effort was made to sample courts or court officials to determine the extent to which restitution requirements are imposed. Edelhertz sought to obtain such information by writing state planning agencies, but found that several agencies could not identify even well-known and federally funded restitution programs in their states. "Perhaps the most significant finding from the survey was the lack of knowledge concerning the innovative programs which have been developed," Edelhertz wrote. "It is clear that restitution programs have not been well publicized or circulated among agencies responsible for the planning of criminal justice innovations."[7] This problem must have hampered the A.I.R. and Hudson surveys as well. Conducted by telephone, the surveys apparently employed a procedure whereby the questioner would ask the interviewee if he knew of any other restitution programs. "We do not know the total number of restitution programs," Hudson reported, "but our telephone survey clearly did not reach all of them."[8] A second but related deficiency of the surveys concerns the non-generalizability of the findings. Since no sampling procedure was employed, the information generated by the surveys is necessarily limited to the programs contacted. "Thus," Hudson continues, "the information we gathered reflects tendencies which may or may not apply to all such programs."[9] A third problem is that the data produced by the surveys is descriptive, qualitative rather than quantitative, and thus unsuited for more rigorous statistical analysis. Finally, no attempt was made to assess the attitudes of court personnel, such as judges and probation officers, toward the use of restitution as a sanction or rehabilitative treatment.

Most of these deficiencies were absent from a study conducted by Steven Chesney in the state of Minnesota. Chesney, deploring the lack of systematic efforts to gather information on restitution, surveyed judges, court clerks, probation officers, victims and offenders in an examination of restitution as a condition of probation.[10] While characterized by strict adherence to scientific procedures and data analytic techniques, the Chesney survey, too, is of limited value: it was confined to the state of Minnesota, and it specifically excluded an examination of restitution as a sole sanction or treatment. However, as a pilot study or prototype for future efforts, the study was instructive. It tapped attitudes toward restitution among the different groups surveyed, examined compliance rates, and broke out restitution requirements by type of offense.

Purposes of the Study

The survey upon which this paper is based differs from those previously conducted in at least two important respects: first, it was undertaken to serve informational needs for a national evaluation of juvenile restitution programs, and consequently was limited to juvenile courts; and second, it is based on a national sample of all juvenile courts in the United States, and thus the results of the study may be generalized to the population from which the sample was drawn. To the writers' knowledge, this study constitutes the first national survey of juvenile court personnel on questions dealing with the use of restitution.

Experts have identified at least four major groups of issues pertinent to the use of restitution.[11] These include the nature of the restitution requirement; the amount of restitution ordered; the relationship of restitution to other criminal sanctions; and the involvement of the victim in the determination of the requirement. Using these basic issues as a guide, the survey instrument (see Appendix A) was designed to elicit responses on the following sets of questions:

1. Scope and History of Restitution: What proportion of juvenile courts use restitution? How long have courts used this type of requirement? What proportion of juveniles involved in different types of offenses is restitution ordered? Of courts which have used restitution in the past, how many no longer do so and why?

2. Types of Restitution: What types of restitution are used? To whom is the payment made and what is the form of payment? Who determines the amount of restitution and according to what criteria? What is the role of the victim? How is the requirement enforced? What is the rate of compliance with the restitution order? Are parents permitted to assist in the payment of restitution?

3. Penetration into the System: Does restitution increase or decrease the amount of contact between the offender and the court? At what point after intake is the requirement made? Are youths who pay restitution more likely than others to be formally adjudicated? Is restitution usually combined with other requirements?

4. Program Goals: Is the major purpose of restitution to rehabilitate the offender or assist (compensate) the victim? Are there other goals?

5. Attitudes and Expectations About Restitution: Is restitution perceived as an effective strategy in the reduction of recidivism? Are victims who receive restitution believed to be more satisfied with the operation of the criminal justice system? To what extent--in the opinion of court officials--would the introduction of restitution be supported by police, judges and

the community? Are the opinions on these issues in jurisdiction which use restitution different than those in jurisdictions which do not?

PRESENTATION OF FINDINGS

Sampling Procedure and Response Rates

At the outset of the study, the decision was made to draw a relatively small sample and concentrate efforts upon obtaining a high proportion of completed questionnaires.[12] The population from which the sample was drawn consisted of 3,544 courts on the mailing list of the National Council of Juvenile Court Judges.[13] The list is ordered geographically (rather than alphabetically) by states, and a sample of 197 juvenile courts was drawn by selecting every 18th court.

Questionnaires were sent by mail and followed by telephone calls approximately 30 days later to those who had not yet responded. A total of 133 completed questionnaires were obtained for a response rate of 68 percent. This included 69 courts which returned the questionnaires without a prompting call, 55 courts which were interviewed over the telephone, and nine courts which returned questionnaires after a telephone prompt. Of the 64 courts for which no responses were obtained, 22 explained that the appropriate official was not available, 20 promised to mail the questionnaire at a later date, and seven refused to participate in the study. Interviewers were unsuccessful in repeated efforts to contact the remaining 15 courts. Virtually all of the courts contacted were highly cooperative and a fair percentage accompanied their questionnaires with thoughtful letters, copies of state legislation concerning restitution, and so forth.

Juvenile court judges constituted the largest single block of respondents, with a total of 106 (77 percent) completing questionnaires. Thirteen (nine percent) of the instruments were signed by juvenile probation officers, and four (three percent) identified themselves as social case workers. Other court personnel made up the remaining 14 (10 percent) of the respondents. At least one, but no more than six, completed questionnaires were obtained from each of the 50 states. The frequency of responses by geographic region is given in Table 1.

Use of Restitution

Two questionnaires were sent to each of the courts drawn in the sample, one to be returned by courts which do not use restitution, and another, somewhat longer and more detailed, to be returned by courts which use restitution. For purposes of the survey, restitution was defined as any type of monetary or non-monetary payment that the youth is asked to make directly to the victim or indirectly through "community service" or other similar activities.[14]

A rather surprising finding was the extent to which restitution is used by juvenile courts in the United States. The use of restitution was reported by 114 courts, or 86 percent of all respondents.[15] Moreover, only one of the restitution programs identified in previous surveys--the Victim Assistance Program in Las Vegas (Clark County), Nevada--was drawn in the sample. Of the 19 courts in the survey which do not use restitution, seven indicated they plan to introduce the practice at some point in the future. Six of the remaining 12 reported they lacked the statutory power to impose restitution, and three expressed opposition to the concept on the grounds that offenders usually are unable to pay. Five of the 19 said that restitution

TABLE 1:

RESPONSES BY REGION

Region	Frequency	Percent
New England	12	10.5
Middle Atlantic	7	6.1
East North Central	22	19.3
West North Central	19	16.7
South Atlantic	15	13.2
East South Central	7	6.1
West South Central	10	8.8
Mountain	11	9.6
Pacific	11	9.6
	114	99.9*

*Percentages do not sum to 100 due to rounding error.

had been used in the past, but that the practice had been discontinued.

Clearly, the imposition of restitutive requirements is a common practice in juvenile courts and is not as innovative as some proponents seem to believe. Nor is it new: as seen in Table 2, courts have used restitution for an average of 16.9 years, with 80 percent having used it for more than six years, and 10 percent for more than 26 years. It is interesting to note that the restitution programs identified in previous surveys tended to be newer, typically having begun in 1973 or later, and usually were funded by the Law Enforcement Assistance Administration (LEAA).[16] The greater notoriety of the federally-funded programs probably is associated with the fact that the funding process generally involves the ciruclation of proposals for review and public announcement of awards. Nonetheless, the lack of knowledge concerning some large and well-established programs is surprising. One noteworthy example of a program overlooked in previous surveys has been operated by the Hamilton County

TABLE 2:

NUMBER OF YEARS RESTITUTION HAS BEEN USED

Years	Frequency	
1- 5	20	
6-10	40	
11-15	18	
16-20	10	
21-25	2	
+26	10	
	Total N = 100	$\overline{X}$ = 16.9 N = 100

TABLE 3:

PROPORTION OF CASES INVOLVING DIFFERENT TYPES OF OFFENSES FOR WHICH RESTITUTION IS ORDERED

Types of Offense	$\overline{X}$	Median	N
Property	69.7	89.6	105
Robbery	45.3	31.0	92
Assault	24.4	4.4	95
Sexual	10.4	.13	90

(Cincinnati), Ohio, juvenile court since 1959. The Restitution Department in that jurisdiction handled nearly 1,500 restitution cases in 1976, with 1,250 being successfully terminated.

Table 3 presents data on the proportion of cases involving different types of offenses for which restitution is ordered. It is apparent that restitution dispositions are most common for cases involving property loss, including property offenses and robbery, and used far more sparingly in cases involving attacks on the person. In this table, the proportion of cases in each offense type for which restitution is ordered was averaged over all courts using restitution. Since averages can be misleading without knowing the distribution of the variable, the median was calculated and is presented as well. The median clarifies these data considerably: for example, courts on the average ordered restitution in 10.4 percent of all sexual cases; however, in at least half the courts restitution was ordered in less than one percent of sexual cases. In other words, restitution for sexual offenses and assault is even more rare than the averages would indicate.

Type of Restitution

Virtually all of the courts (109 out of 114) provide for some sort of monetary payments directly or indirectly to the victim as a part of the restitution order, with about half (52) requiring restitutive work. Apparently, courts prefer to limit the juvenile's contact with the victim: as shown in Table 4, only 14 courts specified that monetary payments are made directly to the victim, and only five specified that work is performed directly for the victim. The more common procedure, when monetary payments are required, is for the youth to make the payments to the court or a probation officer for disbursement to the victim. When work is required, it most frequently involves community service (such as work in hospitals or at recreation centers) or some combination of community service and work for the victim. As an example of the latter, a court in Rockland, Maine, reported that false fire alarms always result in restitution to the city for the cost of answering the alarm--usually at the Fire Department "where supervision is abundant".

Data relating to the determination of the amount of restitution ordered are presented in Table 5. The amount of loss suffered by the victim appears to be the most important criterion in determining the amount of restitution to

TABLE 4:
TYPE OF RESTITUTION*

Monetary (109)		Work (52)	
To Victim	14	For Victim	5
P.C. For Victim	14	Community Service	19
Court For Victim	17	Community/Victim	10
Not Specified	63	Offense Related	2
		Not Specified	18

*Note: Data in this table were coded from an open-ended question (Question No. 3); many respondents did not specify where restitution payments are made or work performed. Obviously, a number of courts use both monetary and work restitution.

be paid, with only 10 percent of the respondents indicating that the offender's ability to pay was more important. This finding should be interpreted with caution, however, as it is probable that ability to pay may be critical in determining the youth's eligibility for a restitution requirement in the first place. In his study of restitution practices in Minnesota, Chesney noted that restitution was most frequently ordered for middle class whites, and that few probation officers believed the restitution requirement constituted a hardship for the offender and his family.[17] Chesney concluded: "It is clear that the most important determinant of whether an otherwise eligible defendant was ordered to make restitution was his presumed 'ability to pay'.... Clearly, a large group of offenders, in whom the courts had little faith that restitution would be completed, were not ordered to make restitution."[18] As also shown in Table 5, judges have the predominant role in determining the amount of restitution, with probation officers given the responsibility in some jurisdictions. Victims are given the right to determine the amount of restitution in only 14 percent of the jurisdictions--due, apparently, to suspicions that

TABLE 5:

DETERMINATION OF THE AMOUNT OF RESTITUTION REQUIRED

How	N	%	Who	N	%
Victim Loss	55	50	Judge	74	66
Ability to Pay	11	10	Probation Officer	22	20
Both	45	40	Victim	16	14
	111	100		112	100

victims may inflate their claims.[19]

The manner in which restitution requirements are enforced, when it is made a condition of probation, is shown in Table 6. As one would expect, probation officers are responsible for enforcing the order in about two-thirds of the jurisdictions, while about one-third of the jurisdictions provide for some sort of follow-up by the court. The reluctance of juvenile courts to place young offenders in institutions is indicated by the fact that only 11 jurisdictions reported they resort to incarceration if the restitution requirement is not fulfilled. However, 25 courts say that noncompliance can result in revocation of probation, and it often was unclear whether revocation of probation meant institutionalization or merely modification of the conditions of probation so that the offender was removed from the restitution program. Extension of the probationary period results from noncompliance in 21 of the jurisdictions and five courts would issue contempt citations.

Only two courts reported they would attach the youth's salary for failure to pay restitution, which probably indicates the extent to which this strategy is viable. Employment problems among young people are well known, and of course are worse for juveniles who have had contact with the criminal justice system. While it is likely true that "jobs are the best deterrent to crime," as a Texas judge wrote in returning his questionnaire, finding and holding jobs are very difficult. "At this time our major problem has been in the area of youth employment," an officer in the Clark County (Nevada) Victim's Assistance Program wrote. "We have had some success in getting youth jobs, but to date have had only a 35 percent success rate in keeping these youth in jobs for longer than a month."

While only four of the courts reported that the restitution orders are never enforced, it should be pointed out that only 68 of the 114 courts using restitution responded to the question in a direct fashion. Some simply skipped it, while others avoided a direct answer by listing the positive and/or negative incentives for compliance.

The data in Table 7 indicate that the rate of compliance with restitution orders is very high. About 70 percent of the respondents reported compliance rates of greater than 90 percent, and only two of the courts said that more than 50 percent of offenders required to pay restitution fail to do so. While these data are impressive, it should be mentioned that they refer only to the track records of juveniles for whom restitution was considered an appropriate disposition. There was no indication by any of the courts that restitution was ordered for all offenders, or that youths were assigned to restitution programs on a random basis. If restitution were required regardless of whether the offender appeared to be a "safe bet," the rate of noncompliance might be greater.

The role of parents in the payment of restitution is shown in Table 8. In the majority of cases the courts apparently do not prescribe a role for parents, which results in the parents paying (and the court encouraging the youth to repay the parents) or the parents assisting the youth in making payments. In 15 courts the parents are required to pay whatever restitution is

TABLE 6:

ENFORCEMENT OF RESTITUTION AS CONDITION OF PROBATION

Who		How	
Probation Officer	42	Revocation	25
Court	26	Extension	21
		Attach Salary	2
		Contempt	5
N = 68		Incarceration	11
		Never Enforced	4

TABLE 7:

COMPLIANCE WITH RESTITUTION ORDERS

Percent Who Fail to Comply	Frequency
Less than 5	27
5 - 10	46
11 - 25	18
26 - 50	10
More than 50	2
	103

TABLE 8:

PARENTS' ROLE IN PAYING RESTITUTION

	N
Parents Required to Pay	15
Parents Pay and Juvenile Encouraged to Pay Parents	14
Parents Sometimes Help	40
Parents Prohibited	29
Don't Know, Not Specified	11
	109

TABLE 9:

WHERE IN COURT SYSTEM RESTITUTION REQUIREMENT IS MADE

	N	%
Always at Intake	1	.01
At or After Informal Hearing	8	8
At or After Formal Hearing	40	36
After Either Informal or Formal Hearing	57	51

ordered, and in 29 courts they are specifically prohibited from paying. While the survey did not assess the reasons that the courts instituted the requirements, it is possible the courts are acting in accordance with competing theories of delinquency control. One theory, which would be reflected in the requirement that parents pay, holds the parents responsible for the behavior of their children; the other theory would focus on efforts to make the youth accept responsibility for his actions. The latter theory frequently is cited as a goal of juvenile restitution programs.[20]

Penetration into the System

The predominant model for courts using restitution is to combine the requirement with supervised probation: only six of the courts reported that restitution is ever used as a sole sanction. As restitution requirements generally take some time to complete, one consequence of this procedure is that it tends to lengthen the youth's contact with the criminal justice system: 48 percent of the respondents said restitution increases the juvenile's length of contact with the system, 30 percent said they perceived no change, and only 19 percent said the length of contact was decreased by restitution.

Table 9 shows where in the court system the restitution requirement is made. Because restitution almost always is a condition of probation, the requirement rarely is made prior to a formal hearing before a judge or other court referee. While only one of the courts indicated that juveniles are diverted to a restitution program at the intake stage, this almost certainly does not accurately represent the amount of pre-adjudicatory diversion involving restitution that actually takes place.[21] At the police level, restitution is a routine part of a policeman's job, and it greatly reduces the number of cases brought to court.[22] Although diversion has long been practiced informally in the juvenile justice system, there is a growing trend toward formalizing the practice through the use of restitution. Five of the 11 restitution programs identified by the A.I.R. survey, none of which were begun prior to 1973, were designed as diversion programs.[23]

TABLE 10:

PROPORTION OF JUVENILE COURT CASES WHICH ARE FORMALLY ADJUDICATED*

	Restitution		Non-Restitution	
	$\bar{X}$	Median	$\bar{X}$	Median
Formal Hearing by Judge or Referee	67%	80%	58%	60%
Informal Hearing by Judge	14%	.2%	16%	.3%
Informal Hearing by Other Personnel	19%	.5%	26%	10%

*Formal adjudication is defined as a disposition made by a judge, or a disposition made after a fact-finding hearing presided over by the judge or other referee of the court.

The relationship between formal adjudication of juvenile court cases and the use of restitution is shown in Table 10. Again, the data reflect the tendency of restitution to be made a condition of probation--probably due to the potential legal problems involved in ordering restitution (or imposing any other sanction) prior to a judicial hearing. In cases involving restitution, an average of 67 percent had been brought before a judge or other court referee for a disposition, and, in half the courts, more than 80 percent had been dealt with formally. Cases not involving restitution were less likely to have been formally adjudicated, and more likely to have been disposed of through an informal hearing presided over by someone other than a judge or court referee.

Program Goals

A major issue concerning restitution is the extent to which programs are designed to assist victims or reduce recidivism, i.e., aid in the rehabilitation of the offender. Edelhertz suggests that the current popular interest in redressing wrongs done to victims has stimulated support for restitution, but that "this factor is necessarily subordinated to offender-related considerations simply because of the limited capacity of most offenders to adequately atone to their victims in a material way." Consequently, "the political impetus for restitution programs is thus victim-oriented while the programs which are actually established are invariably focused on correction or rehabilitation of offenders." He adds: "No restitution program has come to my attention which has the delivery of benefits to victims as its primary or even very important operational goal."[24]

Asked to characterize their programs as being designed to assist victims or reduce recidivism, nearly three-quarters of the respondents (82 out of 114) said that both goals were equally important. Twenty-one (18 percent) said the primary purpose of their programs was to reduce recidivism, while eight (seven percent) reported that their major goal was to provide assistance to victims. Of the remaining three, one court volunteered the observation that the major goal of restitution was punishment, another said it was to deter other juveniles from delinquent acts, and the third said the primary purpose was to promote greater involvement of parents with their children's activities.

Attitudes and Expectations About Restitution

Attitudes towards restitution held by respondents from both the courts that use restitution and those that do not are depicted in Table 11. Consistent support for and belief in the effectiveness of restitution would be indicated by agreement with statements numbered one through four, six, and nine through 10, and disagreement with the statements numbered five, seven and eight. As is evident from the table, large majorities of both users and non-users tend to support restitution, but larger percentages of users support the practice than non-users. Of course, it is impossible to infer from these data whether support for restitution generates use, or use of restitution generates support.

While the two categories of courts differed significantly on most of the statements in their support for restitution, they were remarkably similar in their pattern of responses. It should be noted, for example, that statements referring to victim satisfaction drew more support from both sets of courts than statements referring to the reduction of recidivism; however, both restitution and non-restitution courts perceive differences with respect to property offenses and personal offenses. Apparently, the respondents believe that juveniles who commit personal offenses (such as assault and sexual offenses) would be less susceptible to the rehabilitative aspects of restitution. In addition, the respondents believe the victims of personal offenses would be less likely (in comparison with the victims of property offenses) to be satisfied with the operation of the criminal justice system if their case received a restitution disposition. Interestingly, the differences between the two sets of courts on the statements dealing with personal offenses were not significant, indicating agreement between both users and non-users of restitution on the issue.

Predictably, the two sets of courts differed to the greatest extent on the question of support for restitution among juvenile court judges. Only nine percent of the courts which use restitution believe other juvenile court judges would not support restitution, while 47 percent of the non-restitution courts believe it would not be supported by other judges. Differences between users and non-users on this question are perhaps symbolized by the volunteered comments of two judges from Missouri and Ohio. The Missouri judge, who stated that he has imposed restitution requirements on every court day for the past four years, expressed the opinion that "if all juvenile judges used restitution, it would soon reduce delinquency." The Ohio judge told an interviewer that the use of restitutive sanctions is "inappropriate." He gave two reasons: First, it assumes that parents are responsible which, in his experience, is not usually the case, and second, it leaves the judge with no choice but to incarcerate the juvenile if he--or his parents--does not pay.

Further analysis of the data was directed toward identifying the types of programs and communities that seem to facilitate a greater belief in the effectiveness of restitution and a higher compliance rate by the youths. Belief in the effectiveness of the program was measured by creating an additive index of the attitudinal questions, excluding those calling for an assessment by the respondents of the extent to which restitution is supported by the community, police, and other juvenile judges. The compliance rate was based on responses provided on the survey questionnaire. This variable represents estimates of the compliance rate rather than an actual objective measure of compliance.

The independent (predictor) variables of interest included the social

TABLE 11:

COMPARISON OF ATTITUDES TOWARD RESTITUTION

Statement	Percentage of Respondents in Agreement		
	Restitution (114)	Non-restitution (19)	Probability*
1. Restitution reduces recidivism among property offenders.	87	72	<.10
2. Restitution reduces recidivism among offenders who have committed personal offenses.	61	56	ns
3. Restitution to victims of property offenses increases victim satisfaction.	99	84	<.01
4. Restitution to victims of personal offenses increases victim satisfaction.	88	77	ns
5. Restitution would increase the victim's fear of future offenses.	18	16	ns
6. Restitution would increase the offender's sympathy (or empathy) with the victim.	47	18	<.05
7. Restitution would encourage future offenses because it is an easy sentence.	07	22	<.05
8. Restitution requirements would make victims less satisfied with the criminal justice system because they seldom receive the full amount they were supposed to receive.	21	47	<.01
9. Restitution for juvenile offenders would enjoy widespread support from the community.	96	83	<.05
10. Restitution for juvenile offenders would enjoy widespread support from the police.	90	79	<.10
11. Restitution for juvenile offenders would enjoy widespread support from juvenile court judges.	91	63	<.01

*Refers to the probability that the observed differences in percentages could be due to chance. Probability levels are based on the t-test with N-2 degrees of freedom.

and demographic characteristics of the jurisdiction, the scope of the program, and the type of program.

The socio-economic characteristics of areas served by the juvenile court were included in order to determine whether the belief in restitution or the estimated compliance rates differs in accordance with the overall social class of the area served.

The scope of the program refers to the proportion of cases in several offense categories for which restitution is used as a part of the disposition. It is reasonable to presume that courts which use restitution only for a small proportion of the cases would select the persons who are the "best risk" and, therefore, would have higher compliance rates and a greater belief in the effectiveness of restitution. As jurisdictions increase the proportion of youths eligible for the restitution disposition, they would begin to use this disposition for juveniles who are "poorer risks" and, therefore, would have less belief in the effectiveness and lower compliance rates.

The type of program refers to its operating characteristics. Of particular interest was whether the court used restitution in a programmatic fashion or whether the use was more casual and simply a disposition sometimes required by the judge. It was, however, quite difficult to make a clear distinction between courts that take a programmatic rather than a casual approach to restitution. Five of the better known federally-funded restitution programs were selected and a copy of the questionnaire was sent to them. The comparison of operating characteristics for these programs and those in the original sample revealed only a few differences and several of the non-funded programs were operated in virtually the same way as the federally-funded ones.

In order to construct an index of organizational development (e.g., a programmatic approach to restitution), we identified the operating characteristics that were common to the five federally funded programs and which were found less frequently in the non-funded programs. The additive index of programmatic development used the following variables: the use of restitution in assault cases, the availability of work restitution, the availability of community service work, the willingness to use restitution at the pre-adjudicatory stage, and the enforcement of restitution by the court rather than by probation officers.

The data shown in Table 12 are the zero-order correlation coefficients (r) between each of the independent variables listed on the left and the two dependent variables.*

The social and economic characteristics of the community are generally unrelated to the strength of belief in the effectiveness of restitution and to the compliance rate. There is no evidence in the data that court personnel in white, middle class areas are any more or less likely to believe in the effectiveness of restitution than are court personnel in other types of areas. Likewise, the social and economic characteristics of the community are not associated with the compliance rates.

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*Technical Note:

For readers unfamiliar with regression analysis, it should be explained that the correlation coefficient "r" represents the strength of the relationship between two variables, while the regression coefficient "beta" indicates in addition the impact of the independent variable on the dependent variable. Both coefficients range in value from +1.0 (perfect positive relationship) to -1.0 (perfect negative relationship). A correlation of 1.0 would indicate that two variables are perfectly related, while a beta of 1.0 would indicate that a unit change in the independent variable is accompanied by a unit change in the dependent variable. In multiple regression, the beta measures the effect of a given independent variable with all other variables in the equation held statistically constant. The other coefficient in Tables 13 and 14 is the multiple correlation coefficient "R^2" which represents the amount of variance in the dependent variable which is explained, or accounted for, by the independent variables collectively.

The proportion of cases in which restitution is used also has no relationship with the dependent variables. Courts which use restituion for a larger proportion of the offenses do not differ from those that use it in a small percentage of the cases in terms of compliance rates or belief in its effectiveness.

TABLE 12:

CORRELATES OF BELIEF IN RESTITUTION AND ESTIMATED COMPLIANCE RATES

	Belief in Restitution	Compliance Rate
Demographic		
% population black	-.06	.10
% below poverty	.01	.11
Median education	.05	-.13
% unemployed	-.11	.02
Population of area	.01	-.11
Scope of Use		
% property offenses	.07	.09
% robbery offenses	.06	.01
% sex offenses	-.01	.05
% assault offenses	.08	.04
Type of Programs		
Payment direct to victim	.19*	-.12
Work restitution available	.16*	.09
Community service available	.22**	.01
Enforced by court	.19*	.00
After formal adjudication	.02	-.10
Parents prohibited	.03	.02
Shortens CJS contact	.18*	.32**
Number of years used	-.16*	-.01
Program goal to benefit youth	.20*	.11
Program development	.30**	.02

* Significant at or beyond .05.
** Significant at or beyond .001.

The variables that are associated with greater belief in restitution all fall into the general cateogry of "type of program." Belief in the effectiveness of restitution is greater for programs characterized by:

(1) Direct payment to the victim rather than through an intermediary;

(2) The availability of work restitution (in addition to monetary restitution;

(3) The availability of community service work (in addition to monetary restitution);

(4) Enforcement of the restitution order by the court rather than by individual probation officers;

(5) The program goal for restitution is to benefit the youth rather than to provide compensation to the victim.

In addition, jurisdictions in which the restitution requirement tends to shorten the youth's contact with the system tend to have more belief in its effectiveness than do jurisdictions where the requirements lengths contact. The courts that have newer restitution programs tend to hold somewhat stronger beliefs in its effectiveness. It should be noted as well that belief in restitution effectiveness is not related to whether the parents are prohibited (or required) to pay and is not related to whether the requirement is made after a formal or informal hearing.

The data in Table 12 also indicate that the estimated compliance rate is not associated with the type of program, except for the length of contact, with the youth.

As shown at the bottom of Table 12, the index of program development is the single best predictor of belief in effectiveness but is not related to the estimated proportion of youths who comply with the restitution order.

In order to examine the combined impact of several independent variables on belief and compliance rates, a multiple regression analysis was performed and the results are shown in Tables 13 and 14.

As indicated by Table 13, the composite variable, program organization,

TABLE 13:

PREDICTORS TO BELIEF IN EFFECTIVENESS OF RESTITUTION

N = 84

Relationship of Belief To:	r (zero-order)	Beta	R^2
Program organization	.30	.25*	.09
Program goal to benefit youth rather than victim	.20	.17	.12
Shorter contact	.18	.12	.14
Years of restitution	-.16	-.07	.14
Payment direct to victim	.12	.07	.15

*Significant at or beyond .05.

is the most potent for explaining belief in the effectiveness of restitution, as it accounts for the bulk of the explained variance. Two explanations for this finding are likely: either courts which support the concept of restitution are more likely to administer it more programmatically, or more programmatic administration results in better experiences for the courts and thus generates more support. If better experience were measured only in terms of compliance with restitution requirements, then the latter explanation would have to be eliminated as those variables are virtually independent (r = .02). The only other variable having much explanatory power is the one labeled "program goal." The direction of the relationship suggests support for restitution is greater in courts whose programs are intended more for the reduction of recidivism than for assistance to victims. The remaining three variables in the equation add little in terms of explanatory power; however, the direction of the relationship of belief with the number of years the court has used

TABLE 14:

PREDICTORS OF COMPLIANCE WITH RESTITUTION REQUIREMENTS

N = 84

Relationship of Compliance To:	r (zero-order)	Beta	R^2
Length of contact	.32	.31*	.10
Recipient of payments	-.12	-.08	.11
Primary purpose	.11	.08	.12
Years of restitution	-.01	.02	.12
Organization	.02	-.02	.12

*Significant at or beyond .05.

restitution is interesting. It indicates that courts which have adopted restitution most recently are more likely to believe in its effectiveness.

The relationship of belief in the effectiveness of restitution to compliance with restitution requirements is very slight (r = -.06). In an effort to determine the types of programs the most likely to result in the completion of requirements, compliance was substituted for belief as the dependent variable in the regression equation. The results are displayed in Table 14. As may be seen, only one variable--"length of contact"--has much explanatory power. The coefficients indicate (unsurprisingly) that compliance is greater in those courts where restitution requirements lengthen the juvenile's contact with the criminal justice system. The second variable in the equation--recipient of restitution payments--contributes little in terms of explained variance, but suggests an interesting possibility: apparently, courts which require offenders to make restitution payments directly to the victim may have compliance rates greater than those in which payments are made indirectly.

SUMMARY AND CONCLUSIONS

The study reported upon in this paper was undertaken primarily because of the paucity of information about restitution in general and, in particular, about the manner in which restitution was practiced in juvenile courts. Previous studies have been of two types: Either they were based on descriptions and comparisons of a relatively small number of programs (mostly new and federally-funded) or they focussed on the practice of restitution in a single state. This study is based on data drawn from what apparently is the only nationwide systematic survey on the operation of restitution programs in juvenile courts ever conducted. As a consequence of the survey, restitutive practices and requirements in courts across the country were subjected, for the first time, to systematic measurement and quantitative analysis.

An important aspect of the survey was that it captured the variety of restitution programs which have been implemented while revealing, at the same time, regularities and similarities across the different approaches. In spite of the lack of information most jurisdictions have about programs in existence across the country, few programs are operated in a manner that other courts would find surprising. There exists, for example, considerable agreement on the purposes of restitution, how it should be combined with other sanctions, where in the court system it should be ordered, and what criteria should be used in establishing requirements. Even the levels of compliance across the courts are remarkably similar. On the other hand, programs vary greatly with respect to such things as the type of restitution ordered, methods of enforcement, and the role of parents in paying restitution.

The data suggest the following conclusions:

First, restitution seems to be in more general use than previously was suspected. While a number of writers have suggested that restitution was in "common use" in juvenile courts, none went so far as to indicate that it was used in all but 14 percent of the courts, or that it was required in such a high percentage of property offenses or robbery cases. Moreover, courts have used restitution for some time, with the average program in existence for almost 17 years.

Second, there exists among judges and other juvenile court officials a large reservoir of support for restitution and belief in its effectiveness. While courts which use restitution are more supportive than those which do not, a majority of courts in the latter category view restitution favorably and many apparently plan to implement programs in the future. The number probably would be even larger were it not for the restraint of statutes. The most frequent reason given for not using restitution was the lack of legal authority.

Third, the problem of enforcing restitution requirements may not be as critical as many tend to believe. When made a condition of probation, restitution becomes subjected to the same enforcement machinery that is used for any other probationary requirement. Moreover, in the experience of a large majority of courts, the history of compliance with restitution orders has been very good. Courts run greater risks, however, when they require that a juvenile obtain and keep a job in order to meet the requirements of monetary restitution.

Fourth, belief in the effectiveness of restitution for reducing recidivism and improving victim attitudes toward the system is high and is not confined to court personnel from white, middle class areas who use restitution only in a limited number of cases. The degree of belief in restitution effectiveness is greater for courts that use it than for those that do not and tends to be higher in courts that have more types of restitution available, including work restitution and community service.

Fifth, the estimated extent of compliance with restitution requirements does not differ with the socio-economic characteristics of the area nor with the proportion of cases in which restitution is a requirement. The estimated proportion of youths who successfully complete the restitution requirement also is not related to the type of program used in the court. Of particular interest is the finding that the proportion of youths who successfully comply with the requirement is as high for courts that use restitution frequently as it is for courts that use it only in a small number of cases. It is also of interest to note that courts in which the parents are prohibited from paying have approximately the same compliance rates as those in which parents are required to pay if the youth is unable to do so.

FOOTNOTES

[1] See, for example, Burt Galaway, "Issues in the Use of Restitution as a Sanction for Crime," presented at the National Institute on Crime and Delinquency, Minneapolis, June, 1975; Steven L. Chesney, "An Assessment of Restitution in the Minnesota Probation Services," in Joe Hudson (ed.), Restitution in Criminal Justice, St. Paul, Minn.: Minnesota Department of Corrections, 1975, and the American Institutes for Research, "Juvenile Restitution," paper prepared for the Office of Juvenile Justice and Delinquency Prevention, LEAA, 1977.

[2] For an expression of the former view, see Richard E. Laster, "Criminal Restitution: A Survey of Its Past History and an Analysis of Its Present Usefulness," University of Richmond Law Review, Vol. 5, No. 71, 1970, pp. 71-98. The latter view is commonly held by the media as well as expressed in proposals.

[3] Herbert Edelhertz, "Legal and Operational Issues in the Implementation of Restitution with the Criminal Justice System," in Hudson (1975).

[4] Two nationwide evaluations of experimental restitution programs are currently underway. The Criminal Justice Research Center in Albany, N.Y., is evaluating adult restitution programs, and the Institute of Policy Analysis, Eugene, Ore., is evaluating restitution programs for juveniles. The principal author of this paper is directing the latter project. Both the evaluations and the programs are funded by LEAA.

[5] Among the numerous publications concerning the work of the center are David Fogel, Burt Galaway and Joe Hudson, "Restitution in Criminal Justice: A Minnesota Experiment," Criminal Law Bulletin, Vol. 8, 1972; Joe Hudson and Burt Galaway, "Undoing the Wrong," Social Work, Vol. 19, May, 1974, and Joe Heinz, Burt Galaway and Joe Hudson, "Restitution or Parole: A Follow-Up Study of Adult Offenders," Social Service Review, March, 1976, pp. 148-156.

[6] Herbert Edelhertz, Restitutive Justice: A General Survey and Analysis, Law and Justice Study Center, Battelle Human Affairs Research Centers, Seattle, Wash., January, 1975; The American Institutes of Research, "A Preliminary Survey of Juvenile Justice Restitution Programs," June, 1976, and Joe Hudson, Burt Galaway and Steven L. Chesney, "When Criminals Repay Their Victims: A Survey of Restitution Programs," Judicature, Vol. 60, No. 7, February, 1977.

[7] Edelhertz, Restitutive Justice, p. 49.

[8] Hudson, et al., "When Criminals...," p. 314.

[9] Ibid.

[10] Chesney, "An Assessment...,"

[11] Joe Hudson, Burt Galaway, and Steven L. Chesney, "Restitutive Sanctions --Some Critical Considerations," undated mimeo.

[12] Methodologists advance this procedure as the one most likely to ensure optimal representativeness. See, for example, E. Terrence Jones, Conducting Political Research. New York: Harper and Row, p. 66.

[13] The list was made available by Dean Lou McHardy of the National Council of Juvenile Court Judges, whose cooperation was greatly appreciated.

[14] This definition was suggested by Burt Galaway, "Restitution as an Integrative Punishment," paper prepared for the symposium on Crime and Punishment: Restitution, Retribution and Law, Center for Libertarian Studies, Harvard Law School, March, 1977.

[15] Mailed surveys suffer from non-response bias to a greater extent than most other types of surveying efforts. The problem, for this study, is that if non-respondents tended to be courts that are less likely to use restitution, then the estimates concerning the proportion of courts which do not use it would be biased. In order to test for non-response bias, we assumed that the interviews obtained over the telephone would not have been obtained without the telephone follow-up and, furthermore, that the interviews which were never obtained were similar to the telephone interviews rather than to the original sample which mailed the questionnaire back to us. The analysis indicates that courts which did not respond probably do not differ from those that participated in the survey. The data show that 86 percent of the total sample use restitution and 88 percent of the telephone sample use restitution.

[16] American Institutes for Research, "Preliminary Survey...."

[17] Chesney, "An Assessment...," p. 168; p. 162.

[18] Ibid., p. 168.

[19] Hudson, et al., "When Criminals...," p. 316.

[20] The proposals leading to the establishment of victims' assistance programs in Las Vegas and Rapid City both cited this goal. This theory also is propounded in a pending proposal for the establishment of a restitution program in Milwaukee County, Wisc.

[21] Paul Nejelski states that diversion takes place at every stage in the juvenile justice system and is practiced by virtually every official in the system. See Nejelski, "Diversion: The Promise and the Danger," Crime and Delinquency, Vol. 22, October, 1966, pp. 393-410.

[22] Laster, "Criminal Restitution...," p. 85.

[23] American Institutes for Research, "A Preliminary Survey...."

[24] Edelhertz, "Legal and Operational Issues...," pp. 59-60. Edelhertz' memory failed him on this point. In an earlier paper, which he cited in this article, he identified and discussed two programs designed for victim assistance. See Edelhertz, Restitutive Justice..., p. 48.

POLICY EXPECTATIONS AND PROGRAM REALITIES IN JUVENILE RESTITUTION

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September, 1979

Prepared for presentation at the Third National Symposium on Restitution, Duluth, Minnesota, September 28-29.

Funding for this report and research was provided by Grant No. 79-JN-AX-0009 from the Law Enforcement Assistance Administration, Department of Justice, Washington, DC. Points of view or opinions stated in this document are those of the authors, and do not necessarily represent the official position or policies of the Department of Justice.

INTRODUCTION

Policy Implementation

Policy expectations in criminal justice often are imperfectly realized or not realized at all. The high expectations held out for each new generation of social reform--whether in criminal justice or in other human services fields--all too often are replaced eventually by an awareness that the reform failed to achieve its intended goals. In some instances, it appears as if the reform may even have been detrimental to the clientele who were to have benefitted.

Although social policies can fail for many different reasons, there are two primary explanations for failure that immediately come to mind. One of these, most commonly put forth by practitioners and program advocates, is that there were inadequate resources committed to the operation of the program. Failure to meet policy expectations, then, is not believed to be due to a poorly conceived program strategy, but to the lack of commitment by political leaders and a lack of resources.

A second commonly designated explanation for policy failure, more often cited by researchers and evaluators, is that the theory or rationale underlying the program was incorrect. Thus, projects based on inaccurate or irrelevant theories would fail to meet policy expectations no matter how strong the investment of resources might be.

The enormous number of great society programs produced in the 1960s, and the magnitude of their presumed failure to alter the problems they were intended to solve, prompted considerable rethinking of what had gone wrong. Claims that there were too few resources--spread too thin--were juxtaposed against claims that social science and behavioral theories were too poorly developed to produce viable and effective programs. Similar types of arguments could be made about programs sponsored by the Law Enforcement Assistance Administration. One could argue that LEAA has failed to bring about significant changes in the criminal justice system and in the crime rate because its resources constitute only a small proportion of the dollars spent by states and local areas on criminal justice programs. Others, of course, have argued that the theories of crime and delinquency are inadequate to produce viable crime reduction or crime prevention programs.

The rethinking prompted by policy failures of the past years has produced still a third major explanation which currently is gaining adherence from both the research and practitioner communities.[1] This approach suggests that the program models are appropriate and are based on adequate theories, but that failures to implement them so that they reflect the underlying concepts have contributed in a substantial way to the failure of at least some public policies. Walter Williams, one of the editors of Social Program Implementation, says:

> The greatest difficulty in devising better social programs is not determining what are reasonable policies on paper, but finding the means for converting these policies into viable field operations that correspond reasonably well to original intentions.[2]

Malcolm Klein, a long-recognized scholar of the juvenile justice system, says that neither diversion nor de-institutionalization has been adequately tested--in spite of the millions of dollars the federal government has invested in those programs and their evaluation--because neither program has been adequately implemented. In Klein's words:

> It is the basic contention of this chapter that juvenile diversion and de-institutionalization, two major reform movements in juvenile justice, have seldom in fact been implemented. This failure of implementation has occurred for both diversion and deinstitutionalization despite their impressive pedigrees, the powerful theoretical rationales which underlay them, and the strength of the social and political movements to which they are a response. This failure in implementation has been characterized by programs

> being located where they were not needed, in ways that effects could not be objectively assessed, or in ways that have not properly operationalized the basic tenets of diversion and deinstitutionalization.[3]

During the past year, we have been the co-directors of the national evaluation of a major federal initiative in restitution programming. Most of the programs funded as part of that initiative have been implemented in the previous six months and we are in the very early phases of the national evaluation of them. Many aspects of the national evaluation are reported elsewhere in this volume, but the purposes of this paper are two-fold: first, to report on certain aspects of the implementation of the juvenile restitution initiative and, second, to examine (albeit in a rather speculative manner) the factors that seem to have contributed to the degree of difficulty experienced by the projects in implementing different aspects of the restitution programs.[4]

The Juvenile Restitution Initiative

In February, 1978, the Office of Juvenile Justice and Delinquency Prevention (OJJDP) began soliciting proposals for a major initiative entitled "Restitution by Juvenile Offenders: An Alternative to Incarceration." The policy expectations held out for this program include:[5]

1. A reduction in the number of youth incarcerated.

2. A reduction in recidivism of those youth involved in restitution programs.

3. Provision for some redress or satisfaction with regard to the reasonable value of the damage or loss suffered by victims of juvenile offenses.

4. Increased knowledge about the feasibility of restitution for juveniles in terms of cost effectiveness, impact on differing categories of

youthful offenders, and the juvenile justice process.

5. An increased sense of responsibility and accountability on the part of youthful offenders for their behavior.

6. Greater community confidence in the juvenile justice process.

In addition to these policy expectations, it has become quite clear that officials from OJJDP are intent upon preventing certain unanticipated (negative) consequences from occurring. At both the first and second post-award conferences, officials of the funding agency emphasized that projects should make every effort to avoid "widening the net" and to avoid any type of social class bias. Within the context of this initiative, "widening the net" refers to a process in which youths who would have been diverted are, instead, processed on through the adjudication hearings in order to make them eligible for the restitution program. The avoidance of social class bias was of particular concern to the federal agency because--if the initiative were used as an alternative to incarceration and if a social class bias existed--charges would be made that the initiative was permitting middle class offenders to "buy their way" out of institutions.

Research Questions

The research reported in this paper is based on preliminary information about the implementation of projects funded as part of the 1978 OJJDP initiative. Of the many issues that could be covered in an examination of program implementation, the one to be given major attention here might be called "program integrity."

From a broad perspective, program integrity refers to whether the operations of the local projects are sufficiently consistent with the intent of the federal initiative that it is reasonable to expect the broader-range goals of the initiative to be accomplished.[5]

More specifically, the analysis will focus on the following questions:

1. To what extent are the project components and operations consistent with the theory linking restitution to improvement in juvenile behavior (e.g., reduced recidivism)?

2. To what extent are the project components and operations consistent with those one would expect are needed in order to increase victim satisfaction with the juvenile justice system?

3. Do the clients of the restitution projects meet the criteria for the target population, as specified in the OJJDP guidelines for the initiative? This question is of particular concern because of the emphasis placed on reducing incarceration rates of juveniles through the use of restitution as an alternative to incarceration. The success of the initiative in reducing incarceration almost certainly depends on projects receiving referrals who otherwise would have been incarcerated.

Data and Method

Data for the analysis are from the Management Information System that we established in each of the 85 sites as part of the national evaluation effort. Data from each site, on each intake and closure, are forwarded to the Institute of Policy Analysis on a regular basis.[7] Additional information about the characteristics of the projects has been obtained from a content analysis of the grant applications and from the "Characteristics of Projects" surveys.[8] These surveys are conducted by IPA evaluation specialists either by mail or telephone with project personnel.

The first grant awards were made in September, 1978, and some projects began intake during the last few months of that year. Most projects, however, did not begin accepting referrals until 1979. Data used in this paper include referrals to the projects through the end of July, 1979. At that time, there were 55 projects reporting data to the national evaluators at the Institute of Policy Analysis. A total of 3,403 referrals had been made and form the basis for most of the analysis in this paper. It should be emphasized that these cases represent about 20 percent of the number expected at the end of the first full year after intake. Thus, the results of the study reported here should be viewed as a preliminary indication of the extent to which the projects have been implemented in a manner consistent with the intent of the initiative.

PRELIMINARY RESULTS OF THE IMPLEMENTATION STUDY

Program Rationale

The rationale and theory which links restitution to an improvement in the behavior of juvenile offenders has been discussed elsewhere and will only be reviewed briefly here.[9] It is usually believed that the process of "making restitution" should increase the youth's sense of accountability and responsibility. This, in turn, is expected to promote the moral development of the juvenile and to encourage law-abiding behavior. The exact mechanisms through which the process of "making restitution" operates to achieve these expected results are, of course, not known. One could speculate, however, that youths who pay restitution are more aware of the human consequences of their offenses than are youths who do not pay restitution. Thus, they would be more cognizant of the full costs of delinquent behavior--including the monetary and psychic costs to victims--and for this reason would be less likely to commit delinquent acts in the future. In addition, it has been proposed that paying restitution gives the youthful offender a feeling of accomplishment which could improve his or her self image. The negative effects of contact with the juvenile justice system perhaps would be minimized through restitution dispositions in comparison with most other dispositions due to the positive sense of accomplishment for youths who successfully meet the restitution requirements.

The process of making restitution, per se, would not be associated necessarily with either the deterrent or labelling theories of delinquency. Nevertheless, restitution dispositions could indirectly influence subsequent delinquent behavior (according to labelling theory) if it shortened or lengthened the juvenile's contact with the system. Statements in the OJJDP guidelines clearly indicate that the federal officials wanted to shorten contact with the system.

The rationale linking restitution to an improvement in victim satisfaction with the juvenile justice system is rather straightforward: victims who receive some redress for the offense are more likely to be satisfied with the way the system handled the case than are victims who do not. Furthermore, it is quite possible that the degree of satisfaction realized by victims depends not only on monetary repayment, but on other services and/or information received from the project.

One of the most important objectives of the initiative is to reduce the incarceration rates of juvenile offenders. The process through which the federally funded projects are expected to accomplish this goal is by using restitution as an alternative disposition for juveniles who otherwise would have been incarcerated. Thus, it is critically important that the projects maintain compliance with both the letter and the spirit of the guideline statements concerning the target population of the initiative.

Types of Restitution

Three types of restitution generally are recognized as being consistent with the theories which suggest that restitution will increase a youth's sense of responsibility and accountability, reduce recidivism, and have other positive effects on the behavior of a young offender. These types are:

1. Direct victim service. (The youth works for the victim.)
2. Monetary restitution. (The youth pays the victim, directly, or pays the project/court who then pays the victim.)
3. Community service. (Unpaid work for a public or non-profit agency; of benefit to the community.)

Of these three types, the most popular with theoreticians probably is direct victim service because it more explicately holds the youths accountable and, presumably, would more vividly portray to the youth the human consequences of the offense that was committed.

Through the end of July, 1979, the projects funded by the initiative had implemented the various types of restitution in ways seemingly quite consistent with the rationale underlying restitution programs: 65 percent of the cases had monetary restitution orders or monetary and community service orders; 40 percent of the referrals had community service orders but less than one percent had victim service orders.

The information in Table 1 includes the proportion of referrals involved in each of the major types of restitution components, the amount of restitution ordered, and the average amounts per case. Some of the possible reason for the low incidence of victim service restitution will be examined later in the paper.

A few referrals to the projects have been involved exclusively in "non-restitution" components of the projects. Although all of the projects funded as part of the initiative have restitution components, some of them also provide other services to the offenders. Less than one percent of the referrals have been involved solely in the non-restitution parts of the programs. In addition to these, however, about five percent of the total cases have not been ordered to pay any restitution at all but instead have court requirements to pay fines or court costs (or in some instances, fees for publically provided attorneys). The number of referrals for whom no restitution had been ordered who were required to pay court costs and fees--rather than restitution--has declined dramatically over the months since the initiative began (see Figure 1), and information from the projects indicates that they are making efforts to avoid or refuse these referrals.

Fifteen percent of the referrals during the first three months of the initiative (December through February) were not paying restitution or doing

TABLE 1

TYPES AND AMOUNTS OF RESTITUTION ORDERED[1]

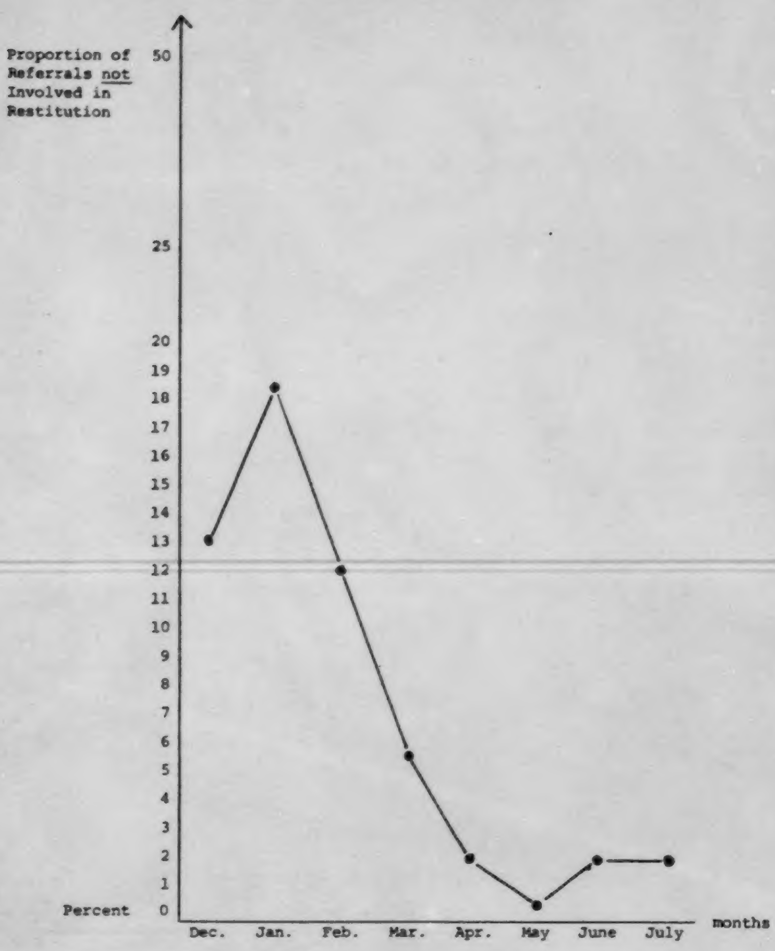
TYPE OF RESTITUTION PLANS	NUMBER	PERCENT	AMOUNT OF RESTITUTION ORDERED	NUMBER OF PLANS	TOTAL	AVERAGE PER CASE
Monetary	1,785	54%	Monetary Restitution	2,176	$513,400	$236
Monetary and Community Service	373	11%	Community Service Hours	1,342	$ 65,294	$ 49
Monetary and Victim Service	18	--	Victim Service Hours	38	$ 1,119	$ 29
Community Service	964	29%				
Community and Victim Service	5	--				
Victim Service	15	--				
Court Costs and/or Fines	159	5%				
TOTAL	3,319	100%				

---

[1] Entries in the table reflect information on project referrals through July 31, 1979 received by the national evaluators at the Institute of Policy Analysis as of September 10, 1979.

FIGURE 1

CHANGE IN PROPORTION OF REFERRALS INVOLVED EXCLUSIVELY IN "NON-RESTITUTION" COMPONENTS OF THE PROJECTS[1]



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[1] The actual percentages, beginning with December, are: 13, 18, 12, 5, 2, .5, 2, 2.

service work but instead were paying fines, paying court costs, or receiving other (non-restitution) services. By July, 1979 however, only two percent of the referrals were in this category. Figure 1 shows the downward trend and gives the actual percentages in the footnote.

Types of Victims

Some of the earliest experiences with victim assistance programs--and with restitution components of these--indicated that more victims than expected were institutional victims (such as stores, businesses, insurance companies, etc.). The preponderence of these victims quickly destroyed the idealized image of a youthful offender having a meaningful encounter with a highly sympathetic victim and being "reformed" by the realization that victims are people, too. It is reasonable to expect that the process of making restitution is more likely to improve the youth's behavior if the victim is a private citizen rather than a company lawyer, insurance representative, or store detective.

Information from the projects shows that 66 percent of the incidents referred to the projects had individual victims (or "households" for burglary and vandalism offenses); 30 percent had stores or businesses as victims; 13 percent had schools or public property as victims. Less than one percent of all victims have been insurance companies. There has been no noticeable change in the types of victims since the initiative began.

Source of Funds

One of the issues discussed during the development of the federal guidelines for the initiative was whether the projects should be required to prohibit payment of restitution by the parents. No provision of this type was included in the guidelines for a variety of different reasons, but the possibility that parents would pay the restitution remained a major concern of the federal officials. Payment by parents, of course, could thwart the impact of restitution on the youth's behavior since it would undermine the accountability/responsibility aspects of paying restitution and detract from the punishment aspects of restitution.

Of the total dollars paid in restitution through the end of July, 88 percent of it has been provided by the youth; 11 percent from parents; and one percent from other sources. The information in Table 2 shows that the proportion paid by parents was rather high the first two months of the initiative but has declined to a much lower level during the more recent months. Some of the projects that have experienced instances of parents paying the restitution have accepted the referral and sought to insure that the youth repay the payment. The extent to which this technique has been effective is not known at this time.

In order to avoid a social class bias in project clientele, the federal guidelines did not prohibit projects from subsidizing employment of the juveniles. (A prohibition against use of grant funds for employment subsidy was included in an early version of the guidelines but later was excluded.) Two-thirds of the projects funded by OJJDP have at least some dollars set aside for employment subsidies. By the end of July, $70,314 had been paid in subsidized funds. Approximately 24 percent of the subsidies is kept by the juvenile for the work performed, and 76 percent is paid to the victim as restitution. At this time, 80 percent of the funds earned by the youths has been from subsidized jobs.

Although one might argue that subsidized restitution is not consistent with the philosophy and intent of the program, we do not think this is the major issue. In the projects that provide employment subsidies, the youth

TABLE 2. SOURCE OF MONETARY RESTITUTION FOR CLOSED RESTITUTION CASES[1]

MONETARY RESTITUTION	TRANSFERS	DEC	JAN	FEB	MARCH	APRIL	MAY	JUNE	JULY	CASES CLOSED AS OF JULY 31
AMOUNT OF MONETARY RESTITUTION	$13,179	$1,127	$2,174	$2,745	$6,659	$8,520	$15,130	$20,858	$29,006	$99,398
% from youths	78%	36%	53%	98%	94%	89%	90%	86%	96%	88.0%
% from parents	16%	65%	47%	2%	5%	11%	9%	14%	4%	10.7%
% from other	6%	0	0	0	0	0	1%	0%	0%	1.3%
TOTALS	100%	100%	100%	100%	99%	100%	100%	100%	100%	100%
SOURCE OF YOUTHS' MONETARY RESTITUTION										
% from employment found by youths	53%	26%	0	5%	11%	26%	24%	24%	13%	22%
% from employment found by project	45%	73%	87%	94%	87%	72%	75%	65%	86%	74%
% from savings or other sources	2%	1%	13%	1%	2%	2%	1%	11%	2%	4%
TOTALS	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%

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[1] The reported earnings shown in the lower portion of the table include project subsidies and any dollars earned in addition to the subsidized amounts, that were known to the project.

works in a work detail, public agency, or private place of employment at the minimum wage. The wages are paid from project funds either to the youth directly (in the case of work details) or to the public/private agency who pays the youth the wages. The restitution payments, then, are made by the youth from income earned through legitimate employment. Many victims undoubtedly are totally unaware that their restitution payments are from federal funds, and even those who know the source of the money probably are not concerned about it. Thus, from the offender and victim point of view, subsidized restitution is not substantially different from any other type of monetary restitution and should qualify as "true" restitution.

The critical issue is that the operation of the projects, and the characteristics of their clients, may change substantially when the subsidized funds are exhausted. The restitution programs that are continued after the federal grant ends may not represent the concept and theory of restitution to the same degree that they do at this time, and the fears of social class bias might be more justified.

Contact with the Court

One of the issues that almost always arises when discussing restitution programming pertains to its impact on the other dispositions used by the juvenile and its consequences in relation to the total amount of time a juvenile spends within the jurisdiction of the court.

Of the 85 projects funded by the initiative, only two permit the use of restitution as a sole sanction (Oklahoma County, OK and Jefferson County, KY). In all of the other projects, restitution requirements are one of several conditions of probation and, in this respect, constitute an "add on" to the probationary requirements.

Those who believe that a more lengthy contact with the system increases the negative labelling of the youth and, therefore, the likelihood of recidivism are particularly concerned about the consequences of restitution requirements on the termination of probation. Of the projects in the initiative, 38 percent indicated in their grant applications that probation automatically would be reviewed or ended when the restitution requirements were complete, and 13 percent said that completion of restitution would have no effect on the probationary term. The other projects indicated that the procedures concerning termination of probation would vary from one case to another or did not yet have a policy developed on this point.

By the end of July, 1979, there were 1,320 juveniles whose cases had been terminated by the restitution projects. Of these, 35 percent were no longer under the jurisdiction of the court, and 15 percent had a court hearing scheduled to review the case and possibly terminate the youth's contact with the court. The remaining youths were still on probation and no review hearing had been scheduled.

Completion of Restitution Orders

There have been many "fears" expressed at one time or another about the viability of restitution projects in the juvenile court setting. Among the more common concerns are whether the youths will comply with the restitution requirements, whether restitution orders will be "adjusted" by probation into non-existence, and whether the total work load on the court might be increased due to hearings about noncompliance and/or subsequent offenses while the juveniles are under the jurisdiction of the restitution project.

The evidence shown in Table 3 indicates that most of the original restitution requirements are being met in full (82 percent), and a few are being adjusted (usually downward) prior to closure as "successful" cases

TABLE 3. COMPLETION OF ORIGINAL RESTITUTION REQUIREMENTS

CLOSURE INFORMATION	TRANSFERS	DEC	JAN	FEB	MAR	APR	MAY	JUNE	JULY	ALL CASES CLOSED AS OF JULY 31
REASON FOR CLOSURE (# of cases)	186	10	26	46	93	134	183	320	332	1,330
% closed with full compliance	72%	60%	92%	83%	81%	84%	82%	83%	84%	81.6%
% closed with adjustments	7%	20%	4%	4%	3%	2%	3%	3%	5%	4.3%
Other reasons for closures:										
% ineligible	3%	0	0	2%	12%	4%	3%	3%	1%	3.1%
% never placed	1%	0	0	0	1%	2%	1%	0%	0%	0.5%
% lost positions	1%	0	0	0	0	0	1%	0%	1%	0.5%
% unsuccessful in meetings restitution requirements	5%	0	4%	0	0	2%	4%	2%	2%	2.5%
% youths refused to participate	1%	10%	0	7%	0	3%	2%	0%	1%	1.1%
% closed due to subsequent offense	2%	10%	0	2%	1%	0	1%	1%	1%	1.1%
% closed because youths committed to secure facility	1%	0	0	0	0	0	2%	3%	0%	1.0%
% other	7%	0	0	2%	2%	3%	1%	5%	5%	4.3%
TOTALS	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%
PROPORTION OF ORIGINAL ORDERS COMPLETED										
% of dollars paid	74%	83%	100%	86%	69%	87%	79%	82%	79%	79%
% of community service hours worked	85%	95%	68%	100%	80%	46%	69%	87%	78%	78%
% of victim service hours worked	--	--	--	100%	100%	0%	100%	54%	100%	72%

(four percent). Of the remaining 14 percent of the cases, three percent were determined to be ineligible after initial intake, screening, documentation of loss, and other similar functions were performed by the project, and four percent were closed due to miscellaneous reasons that should not be considered "failures"--such as the youth moved away. Thus, of the cases closed through July, about seven percent have been terminated due to non-compliance with the restitution requirements.

Re-contact with the juvenile court for non-compliance with the restitution orders or for subsequent offenses is quite low at this time. For cases closed by the end of July, 1979, four percent had been referred back to the court for noncompliance with the restitution orders, and eight percent of the youths had come into contact with the court on a subsequent delinquent offense.

Services to Victims

The project components that one would expect to contribute to the degree of victim satisfaction--in addition to the actual payment of restitution--include mediation/arbitration sessions, property return, victim advocacy, counselling, and so on. In general, these types of project elements are much less evident than are those designed to enhance the impact of restitution on the offender. For example, only about one-third of the projects planned to implement mediation or arbitration sessions, and some have dropped this component. Only nine percent of the cases have involved face-to-face negotiation between offenders and victims. Less than one-fourth of the projects intended to include victim services such as property return, advocacy, counselling, and the early evidence is that these aspects of the programs have not been emphasized much at all. At the individual level, the data show that 67 percent of the victims have been sent a letter requesting information about victim loss or explaining the restitution project, and 39 percent of the victims have been contacted personally (either by telephone or in person) by project representatives.

On the brighter side (from the victim's perspective), the data show that juvenile courts have ordered $513,000 in monetary restitution to be paid by project referrals. And, as mentioned before, almost $100,000 in restitution has been paid by juveniles whose cases have already been closed. This represents about 80 percent of the total dollar amounts ordered in the cases that have been finished at this time.

Target Population

Many--perhaps most--federally sponsored service delivery programs have trouble with the definitions of "target population" and have difficulty in obtaining compliance with the definition. The Office of Juvenile Justice and Delinquency Prevention certainly has had its share of problems in enforcing the target population specifications for its initiatives, and the juvenile restitution one has been no exception.[10]

Two issues dominated the discussion about target population. The first of these was whether the restitution projects could be used as a diversion from formalized adjudication. That issue was debated extensively prior to the issuing of the guidelines and was discussed throughout the application phase of the initiative. The non-adjudication issue was settled prior to the submission of the final applications: prospective applicants were told that no pre-adjudicated cases were eligible. Furthermore, specific definitions of "adjudication" were provided by OJJDP, and in a number of instances the practices of juvenile courts were reviewed extensively to determine whether certain procedures met the definition of "adjudication" that had been adopted by the agency. At this juncture, it appears as if the efforts to insure that only adjudicated youths be referred to the projects have been quite successful. The data received from the projects indicates that only a handful of non-adjudicated youths were handled by the projects, and those were in the very early months of the initiative.

The second issue was that the initiative was billed as "an alternative to incarceration." The program guidelines, however, do not define this term, and even though project personnel questioned OJJDP officials about the definition of the phrase, no officially promulgated definition was forthcoming prior to the submission of final applications. A rather simple definition (youths who could, legally, be incarcerated) was not considered a good choice by OJJDP officials because this would permit--in some jurisdictions at least--almost any juvenile to be included in the initiative no matter how trivial the offense might have been. The agency preferred that the target population consist of youths who would have been incarcerated if not referred to the restitution project, but no guidelines were developed as to how project personnel could demonstrate that incarceration would have been the disposition in the absence of the restitution project. The target population is defined rather broadly in the program announcement, without reference to the "alternative to incarceration" issue:

> The target population is youth who have committed misdemeanors and/or felony offenses and are adjudicated delinquent as a result of a formal fact-finding hearing or a counseled plea of guilty. It is expected that projects will include juvenile offenders with varying categories of misdemeanors and/or felony offenses, including property offenses and offenses against persons. This excludes victimless crimes and the crime of non-negligent homocide. Using data on the number of youth adjudicated in 1975 and 1976, each community will define the target population by precise criteria, and develop action projects which provide for restitution by offenders as described above.[11]

After the guidelines were issued, statements by OJJDP officials have made it clear that projects must accept as referrals juveniles who would have been incarcerated unless referred to the project, but they have not insisted that all project clients meet such a stringent standard.

As mentioned previously, the concern in this paper is that a major goal of the initiative--reduction in incarceration rates--is not likely to be achieved unless the projects accept as clients youths who would have been incarcerated. Thus, the type of analysis that is appropriate for a study at the implementation phase is to examine the characteristics of the referrals in order to ascertain the proportion who might have been incarcerated.[12] The approach we have taken is to define an "appropriate" target population as one which consists of "serious offenders," including (a) juveniles without an extensive criminal history but whose referral offense is of a serious nature, and/or (b) chronic offenders whose referral offense is either a misdemeanor or felony, but not necessarily one that is especially serious.

It would be difficult--perhaps impossible--to reach agreement on an exact definition of an "appropriate" referral based exclusively on the seriousness of the current offense and the pattern of prior delinquent behavior of a youth. Therefore, five alternative standards have been developed, and the results of applying these to the initiative's referrals are shown in Figure 2. Each diagram in Figure 2 shows the seriousness categories in the left-hand margin and the number of prior and/or concurrent offenses across the top. The shaded areas represent referrals that would be inappropriate, using the criteria given by that particular standard.

The categories of seriousness are defined as follows:

Victimless: Includes traffic accidents or tickets, status offenses, drug, alcohol, gambling, prostitution, and probation violations.

Minor Offenses: Minor offenses not easily classified as property or personal, such as disorderly conduct.

Minor Property: Any property offense with loss/damage of $10 or less except burglary.

FIGURE 1. DIAGRAMMATIC PRESENTATION OF FIVE ALTERNATIVE STANDARDS FOR ASSESSING THE APPROPRIATENESS OF THE REFERRALS[1]

I. SERIOUS OR REPEAT OFFENDERS*

Seriousness Category	# of Priors/Concurrents 0	1	2	3	4	5	6+
Victimless	▨	▨	▨	▨	▨	▨	▨
Minor Offenses	▨						
Minor Proprty.	▨						
Minor Persnl.	▨						
Moderate Prop.							
Serious Prop.							
Very Ser. Prop.							
Serious Persnl.							
Very Ser. Pers.							

*91% of the referrals meet this standard

II. SERIOUS OFFENDERS*

Seriousness Category	# of Priors/Concurrents 0	1	2	3	4	5	6+
Victimless	▨	▨	▨	▨	▨	▨	▨
Minor Offenses	▨	▨	▨	▨	▨	▨	▨
Minor Proprty.	▨	▨	▨	▨	▨	▨	▨
Minor Persnl.	▨	▨	▨	▨	▨	▨	▨
Moderate Prop.							
Serious Prop.							
Very Ser. Prop.							
Serious Persnl.							
Very Ser. Pers.							

*85% of the referrals meet this standard

III. SERIOUS AND/OR REPEAT OFFENDERS

Seriousness Category	# of Priors/Concurrents 0	1	2	3	4	5	6+
Victimless	▨	▨	▨	▨	▨	▨	▨
Minor Offenses	▨	▨	▨				
Minor Proprty.	▨	▨	▨				
Minor Persnl.	▨	▨	▨				
Moderate Prop.	▨						
Serious Prop.							
Very Ser. Prop.							
Serious Persnl.							
Very Ser. Pers.							

*75% of the referrals meet this standard

IV. REPEAT OFFENDERS*

Seriousness Category	# of Priors/Concurrents 0	1	2	3	4	5	6+
Victimless	▨	▨	▨	▨	▨	▨	▨
Minor Offenses	▨						
Minor Proprty.	▨						
Minor Persnl.	▨						
Moderate Prop.	▨						
Serious Prop.	▨						
Very Ser. Prop.	▨						
Serious Persnl.	▨						
Very Ser. Pers.	▨						

*52% of the referrals meet this standard

V. CHRONIC AND VERY SERIOUS OFFENDERS*

Seriousness Category	# of Priors/Concurrents 0	1	2	3	4	5	6+
Victimless	▨	▨	▨	▨	▨	▨	▨
Minor Offenses	▨	▨	▨	▨	▨	▨	
Minor Proprty.	▨	▨	▨	▨	▨	▨	
Minor Persnl.	▨	▨	▨	▨	▨	▨	
Moderate Prop.	▨	▨	▨				
Serious Prop.	▨	▨					
Very Ser. Prop.	▨						
Serious Persnl.	▨						
Very Ser. Pers.	▨						

*31% of the referrals meet this standard

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[1] In each diagram, the shaded area indicates referrals that would not be appropriate, given the criteria used in that standard. Unshaded areas represent combinations of seriousness of referral offenses and prior/concurrent offenses that would be appropriate under the criteria specified by that particular standard. The seriousness categories (on the left in each diagram) are defined in Table 13 and are cross-referenced to UCR classifications in Table 16.

These standards are not being proposed for adoption or for official use. The purpose of the standards is to more accurately describe the characteristics of the population being served by the initiative as of May 31, 1979.

Minor Personal: Resisting or obstructing an officer, coercion, hazing, other similar UCR Part II offenses.

Moderate Property: Burglaries with loss/damage of $10 or less and any other type of property offense with loss/damage of $11 to $250.

Serious Property: Burglaries with loss/damage of $11 to $250 and any other property offense with loss/damage greater than $250.

Very Serious Property: Burglaries with loss/damage of $250 or more.

Serious Personal: Unarmed robberies and non-aggravated assaults with loss of $250 or less.

Very Serious Personal: Unarmed robberies and non-aggravated assaults with losses exceeding $250 and all UCR Part I personal crimes including rape, armed robbery, aggravated assault.

The first standard is the most lenient and most of the referrals to the initiative thus far would have been eligible. This standard specifies that victimless offenses are not appropriate for referral to the projects and that first offenders (i.e., zero priors/concurrents) are not appropriate unless the immediate offense is at least at the "moderate property" seriousness level or higher. Using these criteria, 91 percent of the referrals would have been appropriate.

The second standard, called "serious offenders," simply specifies that no youths whose immediate offense is less serious than the "moderate property" category would be appropriate, regardless of the number of prior/concurrent offenses. Thus, inappropriate referrals would include offenses such as property crimes with a loss or damage of less than $10, disorderly conduct, harassment, obscene language, thefts or larcenies of items valued at $10 or less, and other similar types of minor offenses. If this standard were used, 85 percent of the referrals to the initiative would be considered appropriate.

The third standard, "serious and/or repeat offenders," contains even more stringent criteria that must be met by a referral in order to be considered appropriate. As shown in Figure 2, first offenders (youths with zero prior/concurrent offenses) would have to have committed offenses in the serious property or higher range in order to be eligible for the project; youths with only one prior/concurrent offense would be eligible only if their offense were in the "moderate property" range or higher; and youths whose offense was in one of the "minor" categories would have to show three or more prior/concurrent offenses in order to be considered appropriate referrals. Victimless offenses, as in all of these standards, would not be eligible. Using the "serious and/or repeat offender" standard, 75 percent of the initiative referrals would be eligible.

The fourth standard is one of the simplest yet most demanding. It specifies that first offenders are not appropriate referrals, regardless of the seriousness of the instant offense, and that victimless offenses are not appropriate. Using this standard, slightly more than half the referrals to the initiative at this time would be considered appropriate.

The most stringent standard is the last: "chronic and very serious offenders." As diagrammed in Figure 2, this standard not only prohibits referral of first offenders and victimless offenses, but it requires an ever-increasing number of prior/concurrent offenses as the instant offense becomes less serious. Thus, youths whose immediate offense is in one of the minor categories must have six or more prior/concurrents in order to be considered appropriate under this standard. If the immediate offense is a moderate property level of seriousness, then the youth must have three or more prior/concurrents in order to be eligible. Using these criteria, approximately one-third of the referrals to the initiative would be considered appropriate.

Unfortunately, there is no nation-wide information system from juvenile courts that would permit us to estimate the probability of incarceration for juveniles with each of the various combinations of "seriousness" of offense and number of prior/concurrent offenses. Nevertheless, this analysis indicates that almost one-third of the referrals to the initiative meet the quite stringent standards set forth in the last diagram of Figure 2, and only a small proportion of the referrals are in the truly minor categories of offenses. Thus, it is reasonable to believe that the projects are accepting youths who would have been incarcerated and, for the most part, are avoiding the acceptance of referrals for youths who--in many juvenile courts--would have been diverted rather than adjudicated.

DISCUSSION

The evidence presented in this paper suggests that restitution is a concept that can be implemented within the juvenile court setting. The theory of restitution--particularly the offender oriented concepts--appears to be understood by and acceptable to the local juvenile justice agencies. Local restitution projects, funded by OJJDP, are operating at this time without any evidence that some of the major unintended consequences (and fears) have occurred.

For example, judges are ordering restitution, at the post-adjudication phase, for serious offenders. Probation officers are not ignoring the requirements and/or adjusting the orders downward thereby thwarting the intent of the initiative. Parents are not paying the bulk of the restitution dollars. Victims are not confined mainly to insurance companies, store detectives, and company lawyers. The local areas are not spending the federal dollars on non-restitution "add-ons" to the projects. There are often potential negative consequences for which we have no information at this point. We do not know whether there are social class biases in the referrals, for example, and we do not know what will happen when the subsidized work components end.

Although many aspects of the restitution projects (and the OJJDP guidelines) were implemented without undue difficulty by most of the local areas, other aspects presented considerable problems.

The victim-oriented concepts inherent in the philosophy of restitution are not represented as well in the project components as are the offender-oriented concepts. We would suggest the following as potential reasons:

1. The initiative guidelines were from an offender-oriented agency (OJJDP) rather than a victim-oriented agency.

2. The guidelines did not emphasize the victim orientation as much as the offender orientation.

3. The application process was a competitive one.

4. The victim components are expensive to operate.

5. The agencies responding to the OJJDP solicitation tended to be those which--traditionally--have been more involved with offenders than with victims.

Implementation of the guideline specifications on the target population presented more problems than any other single aspect of the initiative and the reasons for this contain a number of important implications for our understanding of the implementation process. Among the possible reasons for the greater difficulty in implementation of the target population specifications than of the specifications concerning the restitution components are the following:

1. Degree of philosophical/ideological agreement. It seems that there is substantial agreement at both the local and federal levels concerning the types of program components that represent "restitution." On the other hand, the use of restitution at the pre-adjudicated phase for minor offenders (who otherwise would have been diverted) would represent a harsher response by the system--reflective perhaps of a "law and order" ideological stance. Use of restitution as an alternative to incarceration for serious offenders represents a less harsh disposition--reflective of a less punitive ideological stance. In general, restitution seems to be a concept that is supported by the liberal and conservative forces in juvenile justice, but these forces may well disagree on who the appropriate target population is. It should be pointed out that OJJDP is under considerable pressure from Congress to expend its dollars on serious offenders (rather than minor offenders) and to target its resources in a way that avoids excessive expenditure of funds on white, middle class youths. Thus, the target population requirements were intended

to insure that this initiative would benefit socially disadvantaged youths, who have committed serious offenses and who would otherwise be incarcerated. Local jurisdictions may not be under this same kind of pressure nor have the same ideological stance as the federal officials. Thus, one would expect greater disagreement on the target population than on the utility of restitution as a dispositional alternative.

2. Convergence of local/federal needs. Another potential explanation for the disagreement about the target population is based not on an ideological disagreement but simply on differences between the local and federal perceptions of what is needed. Federal officials obviously wish to reduce the incarceration of juvenile offenders and, from a federal perspective, there are a huge number of incarcerated juveniles. From the perspective of any specific juvenile court jurisdiction, however, the number of youths incarcerated is much smaller. In many instances, the number is too small to justify a full-fledged restitution program if the eligible population had to consist entirely of the "would have been" incarcerated group.

3. Definition, measurement, evidence. Concepts that are clearly defined and measurably undoubtedly are easier to implement in a manner consistent with their intent than are concepts which defy definition or measurement. The OJJDP guidelines provided clear and measurable definitions of "restitution." As mentioned previously, the concept "adjudication" was clearly defined--in legal terms--and questionable practices were reviewed by OJJDP to determine whether or not they constituted "adjudication" for the purpose of the guidelines.

In contrast, the meaning of "alternative to incarceration" was not clearly set forth in the guidelines, and the relationship of this concept to the target population was not spelled out. The subsequent definition--offenders who would have been incarcerated--is a behavioral rather than legal concept and is almost impossible to measure on a case-by-case basis. The standard of evidence that OJJDP eventually used consisted of a requirement that each project demonstrate a percentage reduction in incarceration. Although this might seem to be a reasonable solution to the problem, trained researchers will recognize the extraordinary difficulty (or impossibility) of demonstrating in a reliable and valid manner that a project reduced incarceration--particularly given the general absence of adequate time series data and/or comparison court jurisdictions. Furthermore, the evidence that this aspect of the initiative had been implemented properly would not be forthcoming for two or three years, whereas the evidence that offenders had been adjudicated and were paying restitution (or doing community service or victim service) would be available immediately as part of the national evaluation information system on a case-by-case basis.

It seems reasonable to suggest that implementation of a concept is hampered considerably by ambiguity in definitions, lack of specificity in measurement, and lack of immediacy in the measurement and feedback mechanisms. And, it seems reasonable to believe that these factors become particularly important when there is a lack of ideological agreement between the federal and local levels and/or when there is a difference in the perceptions of what needs to be done.

In spite of the problems that have occurred with the definition of target population, it seems as if the considerable verbal emphasis on the intent of the initiative combined with regular reports from the national evaluation on the seriousness of the offenders and offenses has resulted in a substantial degree of compliance with the intent of the initiative concerning the appropriate target population.

FOOTNOTES

1. Although "implementation" is relatively new--as a field of study--there are several worthy articles and books in this area, including: Walter Williams and Richard F. Elmore, Social Program Implementation, New York: Academic Press, Inc., 1976; Jeffrey L. Pressman and Aaron B. Wildavsky, Implementation, Los Angeles: University of California Press, 1973; Eugene Bardach, The Implementation Game: What Happens After a Bill Becomes a Law, Cambridge, MA: The MIT Press, 1977; L. A. Gunn, "Why is Implementation So Difficult?", Management Services in Government, Vol. 33(4), November, 1978; Donald S. Van Meter and Carl E. Van Horn, "The Policy Implementation Process, A Conceptual Framework," Administration & Society, Vol. 6, No. 4, February, 1975; Richard F. Elmore, "Organization Models of Social Program Implementation," Public Policy, Vol. 26, No. 2, Spring, 1978; Paul Berman, "The Study of Macro- and Micro-Implementation," Public Policy, Vol. 26, No. 2, Spring, 1978.

2. Williams, page xii.

3. Malcolm W. Klein, "Deinstitutionalization and Diversion of Juvenile Offenders: A Litany of Impediments," p. 4. (To appear in Norval Morris and Michael Tonry [ed.], Crime and Justice, 1978, University of Chicago Press, 1979.

4. For additional information about the juvenile restitution initiative, see Peter R. and Anne L. Schneider, "The National Juvenile Restitution Evaluation: Experimental Designs and Research Objectives," Institute of Policy Analysis, September, 1979.

5. The expected results of the initiative and other information about it can be found in the program announcement, "Restitution by Juvenile Offenders: An Alternative to Incarceration," OJJDP, LEAA, U.S. Department of Justice, Washington, DC, February 15, 1978.

6. Klein (see note 3) uses the phrase "program integrity" and defines it as follows: "How well and directly do the program activities articulate and flow from the rationale, i.e., how well satisfied are we that these activities represent the operational meaning of the ideas behind the program?" (page 17)

7. Data from the MIS forms are reported in the "Monthly Report of the National Juvenile Restitution Evaluation Project," Institute of Policy Analysis. These reports began in March, 1979, and have been produced regularly since that time.

8. Information from the Characteristics of Projects Survey was reported in Peter R. and Anne L. Schneider, "Implementation and Policy Issues in the National Juvenile Restitution Initiative: A Six Month Evaluation Report," Institute of Policy Analysis, Eugene, Oregon, August, 1979.

9. See Peter R. and Anne L. Schneider, "Continuation Proposal for the National Evaluation of Juvenile Restitution Programs," September, 1978, Institute of Policy Analysis, Eugene, Oregon.

10. See Klein (note 3) for a discussion of target population problems in the status offender and diversion initiatives of OJJDP. Also see Anne L. Schneider, "Final Evaluation Report on the Spokane Project to Deinstitutionalize Status Offenders," Institute of Policy Analysis, August, 1978.

11. "Restitution by Juvenile Offenders," p. 101.

12. This discussion is a summary of materials presented in the six month evaluation report, "Implementation and Policy Issues...," pp. 33-35.

SUCCESSFUL COMPLETION OF RESTITUTION ORDERS IN THE JUVENILE RESTITUTION INITIATIVE: A PRELIMINARY ANALYSIS

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September 1980

A Research Report from the Institute of Policy Analysis
on the National Evaluation of the Juvenile Offender Restitution Program

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Funding for this report and research was provided by Grant No. 79-JN-AX-0009 from the Law Enforcement Assistance Administration, OJJDP/NIJJDP, Department of Justice, Washington, DC. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the Department of Justice.

ABSTRACT

This report examines the rate at which juveniles referred to restitution projects successfully complete the court-ordered requirements. Based on data from more than 7,000 youths who were admitted to and later terminated from restitution projects, the rate of successful completion is estimated at 88 percent and forecast to continue at about that same level. The analysis indicates that the youths most likely to successfully complete the restitution requirements are those who are white, in school, have higher family incomes, fewer prior offenses, and whose current offense is of a less serious nature. In addition, youths whose restitution payments were subsidized and those with comparatively smaller orders were also more likely to complete. Finally, offenders required to make restitution as a sole sanction, and who were not placed on probation or given a suspended commitment, were more likely to complete restitution successfully.

INTRODUCTION

In September, 1978, the Office of Juvenile Justice and Delinquency Prevention issued its first grants for juvenile restitution programs under the federal initiative "Restitution by Juvenile Offenders: An Alternative to Incarceration." As of April 30, 1980, over 80 projects had become operational, handling a total of over 10,000 referrals of which about 7,000 had been closed out by the projects. This report focuses on these 7,000 project closures. The specific objectives of this report are:

1. To estimate the current rate of successful completion of juveniles in the restitution initiative and to forecast the final rate of successful completion;

2. To examine the background characteristics of juveniles as predictors of successful or unsuccessful completion and to assess who the high and low-risk juveniles might be for a restitution program; and

3. To assess preliminarily the effectiveness of certain program variables in generating greater successful completion rates.

ESTIMATING THE FINAL SUCCESSFUL COMPLETION RATE FOR THE INITIATIVE

Successful Completion Defined

Upon termination from restitution programs, information on each youth is collected by IPA through the Management Information System (MIS) on the reasons for case closure. If a youth has completed all restitution within the allotted time period and has not violated any other parts of the restitution order, the project will indicate that the youth has been closed in full compliance with the original restitution requirements. Such a case is coded as a successful completion. Moreover, any case in which the youth fully complied with an adjusted restitution order--i.e., one where modifications in the order were agreed to once the youth began making restitution--

would also be classified as a successful completion for the purposes of this analysis. As of April 30, 1980, about 74 percent of all case closures were closed in full compliance with their original restitution requirements, and an additional five percent were closed in full compliance with an adjusted restitution requirement.

Unsuccessful completions, on the other hand, are less easily defined, primarily because of differences across projects in restitution plan development and implementation procedures. In the simplest case, a youth who failed to complete the restitution requirements would be classified as an unsuccessful completion. For example, a youth might have been dismissed from a job because of consistent tardiness or unexcused absences; he or she would then be unable to pay any further restitution and thus prevented from completing the restitution requirements. In another instance, a youth might commit a subsequent offense while in the restitution project which would be a violation of the restitution order and would result in unsuccessful termination from the project. This case would also be classified as an unsuccessful completion.

In some instances, however, closed cases will be neither successful nor unsuccessful completions. This occurs frequently when a youth is referred to a restitution program prior to disposition for the purpose of the development of a restitution plan. When a plan cannot be developed because, for example, the victim could not be located in order to document the loss, such a case would be closed by the restitution project. The case would not, however, be classified as an unsuccessful completion because no plan was ever developed for the youth to complete; nor would it be classified as a successful completion since no restitution plan was ever finished. For the purposes of this analysis, cases closed because no restitution plan could be developed will be classified as project-identified ineligibles and will be treated separately from the successful and unsuccessful completions. A case is classified as a project-identified ineligible only when the case is closed prior to the development and implementation of the restitution plan. Cases closed after the plan is developed or after the youth begins the restitution service are not included in the project-identified ineligibles.

Table 1 presents the distributions and types of successful completions, unsuccessful completions, and project-identified ineligibles for all cases closed through April 30, 1980. Of the 7,002 closed cases, about 79.5 percent were closed successfully, 10.7 percent were closed unsuccessfully, and 9.7 percent were project-identified ineligibles. With project-identified ineligibles removed from the data, the current rate of successful completion in the initiative is 88.1 percent.

The Successful Completion Estimate

In order to estimate with reasonable confidence the final rate of successful completion for the initiative, we must determine whether open cases differ from closed cases in any significant ways which might affect the completion rates. Failing to take into account these differences (if any exist) might produce a substantial over- or underestimate of the final successful completion rate for the initiative.

The method used in assessing these differences is a time-series model where the previous 15 months of referrals and closures are examined on a month-by-month basis (see Figure 1). The purpose is to assess, over time, whether cases which are open at time point "A" affect the overall successful completion rate when they finally close at time point "B."

Along the horizontal axis of Figure 1 is the minimum number of months that a referral has been in the initiative. For month 1, all referrals which have been in the initiative for one month or more (i.e., those referred on March 31, 1980 or earlier) are included. For month 2, all referrals which have been in the initiative for two months or more are included; thus, month 2 includes many of the cases which were included under month 1

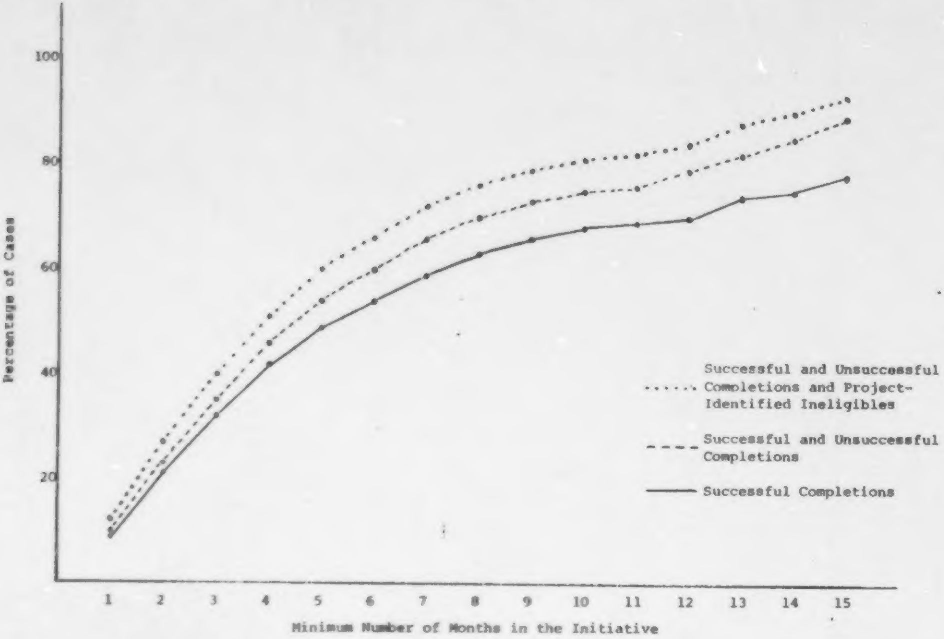
TABLE 1. FREQUENCY DISTRIBUTION OF SUCCESSFUL COMPLETIONS, UNSUCCESSFUL COMPLETIONS, AND PROJECT-IDENTIFIED INELIGIBLES

Type of Completion	Reason for Completion	Percent	Number Of Cases
Successful	Full compliance with original requirements	74.1	5,192
Successful	Full compliance with adjusted requirements	5.4	376
Unsuccessful	Youth never had position	0.4	28
Unsuccessful	Youth lost position	1.0	68
Unsuccessful	Unsuccessful in meeting restitution requirements	3.2	226
Unsuccessful	Youth ran away	0.6	41
Unsuccessful	Youth reoffended	1.2	82
Unsuccessful	Youth reoffended and was committed	0.7	51
Unsuccessful	Parent refused to make restitution	0.1	4
Unsuccessful	Youth quit program	0.9	60
Unsuccessful	Youth committed on current offense	0.9	60
Unsuccessful	Terminated due to youth's health	0.2	12
Unsuccessful	Judge withdrew restitution requirements	0.4	26
Unsuccessful	Youth unable to pay restitution	0.1	10
Unsuccessful	Time in secure facility in lieu of restitution	0.1	6
Unsuccessful	Youth paid fine in lieu of restitution	*	2
Unsuccessful	Restitution held in abeyance	*	1
Unsuccessful	Part of order completed independent of project	0.7	46
Unsuccessful	Youth's insurance paid restitution	0.1	6
Unsuccessful	Victim pursuing civil action	0.1	4
Unsuccessful	Youth no longer a juvenile	0.1	5
Unsuccessful	Terminated due to psychological problems	0.2	13
Unsuccessful	Youth's probation expired	*	1
Project Ineligible[1]	Inappropriate for project services	1.7	119
Project Ineligible	No restitution ordered, no victim loss	2.3	163
Project Ineligible	Petition dismissed	0.9	61
Project Ineligible	Youth not guilty	0.1	6
Project Ineligible	Victim could not be located	0.3	20
Project Ineligible	Not adjudicated	0.1	6
Project Ineligible	Youth committed to mental institution	*	2
Project Ineligible	Youth refused to participate	1.3	90
Project Ineligible	Youth moved out of jurisdiction	1.4	96
Project Ineligible	Court officer withdrew referral	*	3
Project Ineligible	Victim unwilling to document loss	0.8	56
Project Ineligible	Youth committed on pending charge	0.4	28
Project Ineligible	Judge denied restitution recommendation	0.2	16
Project Ineligible	Youth's attorney refused restitution	0.1	9
Project Ineligible	Parent denied youth's participation	*	3
Project Ineligible	Youth and victim unable to reach agreement	*	2
Project Ineligible	Victim dropped restitution order	*	2

*Less than 0.1 percent.

[1] A closed case is classified as a project-identified ineligible only when the case is closed *prior to* the development and implementation of the restitution order. Cases closed for any reason after the restitution order is implemented are classified as either successful or unsuccessful completions.

FIGURE 1. SUCCESSFUL AND UNSUCCESSFUL COMPLETION RATES FOR THE JUVENILE RESTITUTION INITIATIVE[1]



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[1] Based on the data available at this time, the estimated successful completion rate for the juvenile restitution initiative (after all cases have actually closed) is expected to reach 88 percent of the eligible cases. If project-identified ineligibles are included in the total, the successful completion rate is expected to reach about 81 percent of all referrals.

(i.e., it includes all those which were referred on February 29, 1980 or earlier). As one continues from month 3 through month 15, the number of cases decreases as progressively fewer cases meet the "minimum number of months in the initiative" standard.

Along the vertical axis of Figure 1 is the proportion of cases which were closed successfully (the solid line), closed successfully and unsuccessfully (the dashed line), and closed successfully and unsuccessfully including project-identified ineligibles (the dotted line). The remaining cases (100 minus the dotted line) is the proportion of cases open for any particular minimum number of months.

The important point to keep in mind when reading Figure 1 is that many cases will shift from open to closed as one progresses along the horizontal axis, and that these shifts will allow us to estimate how previously open cases affect the overall successful completion rate as they are finally closed. Cases shift from open to closed once the lag time from referral to closure is within the minimum number of months in the initiative. The examples below will serve to illustrate how cases are counted in Figure 1.

Case #	Referral Date	Closure Date	Referral to Closure Lag	Minimum Number of Months in the Initiative			
				1	2	3	4
1	2-15-80	3-30-80	45 days	Open	Closed	Missing	Missing
2	1- 1-80	3-30-80	90 days	Open	Open	Closed	Missing
3	3-30-80	4-14-80	15 days	Closed	Missing	Missing	Missing

Case #1 (above) was referred on February 15, 1980 and closed 45 days later. It was declared open for month 1 because it was referred prior to March 31, 1980 and did not close within 30 days. It was declared closed for month 2 because it was referred prior to February 29, 1980 and it closed within 60 days. It was declared missing for month 3 and all other months because it was not referred prior to January 31, 1980 and therefore it had not been in the initiative for a minimum of three or more months.

Case #2 was referred on January 1, 1980 and closed 90 days later. It was declared open for months 1 and 2 because it was referred prior to March 31, 1980 and prior to February 29, 1980, and it did not close within either 30 or 60 days. It was declared closed for month 3 because it was referred prior to January 31, 1980 and it closed within 90 days. It was declared missing for months 4 through 15 because it was not referred prior to December 31, 1979 and therefore had not been in the initiative for a minimum of four or more months.

Lastly, case #3 was referred on March 30, 1980 and closed within 15 days. It was declared closed for month 1 because it was referred prior to March 31, 1980, and it closed within 30 days. It was declared missing for month 2 and all following months because it was not referred prior to February 29, 1980 and had therefore not been in the initiative for a minimum of two or more months.

The results of this analysis suggest that as previously open cases are closed, the ratio of successful completions to all closed cases for any particular minimum number of months remains very stable when project-identified ineligibles are removed (Table 2). Across the 15 different time points reported in Table 2 the ratio of successful completions to successful and unsuccessful completions ($\frac{S}{S + U}$) varies by only 2.6 percent. However, if one includes project-identified ineligibles ($\frac{S}{S + U + PI}$) the range over the 15 time periods increases to 11.6 percent, with most of the differences being accounted for in the first two months where project-identified ineligibles comprise a larger share of all closed cases since eligibility is usually determined early.

Based on the assumption of continued stability in the data when the project-identified ineligibles are removed, these data suggest that the final successful completion rate for the initiative will be about 88 percent;

TABLE 2. SUCCESSFUL COMPLETION RATES BY MINIMUM NUMBER OF MONTHS IN THE INITIATIVE

Minimum Number of Months in the Initiative	$\frac{S}{S + U}$	$\frac{S}{S + U + PI}$
1	90.3%	72.6%
2	90.5%	77.1%
3	90.4%	80.1%
4	90.3%	81.3%
5	89.9%	81.8%
6	90.0%	82.4%
7	90.0%	82.7%
8	89.9%	82.9%
9	89.8%	82.7%
10	89.7%	83.2%
11	90.2%	83.8%
12	89.6%	83.4%
13	89.6%	83.5%
14	87.9%	83.2%
15	87.9%	84.2%

S = Successful Completions

U = Unsuccessful Completions

PI = Project-Identified Ineligibles

however, the possibility of a lower final successful completion rate cannot be dismissed. Our data show a mild decline in the completion rate for months 14 and 15 when project-identified ineligibles are removed (Table 2). If this pattern of decline were to continue or accelerate throughout the later months (months 16 to 30), the final successful completion rate would be lower than our forecast.

PREDICTORS OF SUCCESSFUL COMPLETION

Through the Management Information System (MIS) background data are collected at intake on each youth who enters a restitution project. The background information collected include: age (at intake), race, sex, annual household income, school attendance, and number of prior delinquent offenses. Moreover, information is collected on the type of referral offense and its seriousness, the amount of documented victim loss, the type and amount of restitution ordered, and the type of restitution employment arranged. These background variables will first be examined in this section with two purposes in mind: First, to describe the relationships between the background characteristics of juvenile offenders and their successful completion of restitution orders, and second, to assess the types of offenders who are high and low-risk offenders for juvenile restitution programs.

Background Characteristics and Successful Completion

Table 3 presents the bivariate frequency distributions for the rates of successful completion by background characteristics. Of these background characteristics, school attendance appears to be the most strongly related to successful completion. Youth who were in school on a full-time basis at the time of referral to a restitution project had about an 11 percent higher successful completion rate than youth who were not in school. Youth who were in alternative schools, GED programs, vocational schools, and secure

TABLE 3. SUCCESSFUL COMPLETION RATES BY BACKGROUND CHARACTERISTICS

CHARACTERISTIC	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	TOTAL	NUMBER OF CASES
Age				
14 and younger	89	11	100	1,461
15	87	13	100	1,353
16	88	12	100	1,468
17 and older	89	11	100	1,503
n.s. $\gamma = -.00$				
Race				
White	90	10	100	4,342
Non-white	85	15	100	1,387
$\alpha < .001$ $\gamma = -.22$				
Income (Annual)				
Less than $6,000	83	17	100	671
$6,000-$10,000	88	12	100	649
$10,000-$14,000	89	11	100	676
$14,000-$20,000	92	8	100	807
Over $20,000	92	8	100	796
$\alpha < .001$ $\gamma = .20$				
School Attendance				
Full-time	91	9	100	4,247
Not in school	80	20	100	1,111
Other	82	18	100	242
$\alpha < .001$ $\gamma = -.38$				
Total Number of Priors/Charges				
0	92	8	100	2,743
1	89	11	100	1,092
2	87	13	100	644
3	81	19	100	407
4	81	19	100	228
5	86	14	100	159
6 and more	77	23	100	347
$\alpha < .001$ $\gamma = -.29$				

(Continued)

TABLE 3. SUCCESSFUL COMPLETION RATES BY BACKGROUND CHARACTERISTICS (Continued)

CHARACTERISTIC	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	TOTAL	NUMBER OF CASES
Seriousness				
Victimless	92	8	100	180
Minor General	90	10	100	98
Minor Property	90	10	100	755
Minor Personal	91	9	100	131
Moderate Property	92	8	100	1,688
Serious Property	87	13	100	1,643
Serious Personal	86	14	100	208
Very Serious Property	82	18	100	879
Very Serious Personal	84	16	100	159
$\alpha < .001$ $\gamma = -.25$				
Sex				
Male	87	13	100	5,525
Female	88	12	100	749
n.s. $\gamma = .06$				

facility schools had only a two percent better successful completion rate than youth who were not in school.

The second most strongly related background characteristic to successful completion is the total number of prior delinquent offenses and additional delinquent charges at the time of referral. Here the completion rates ranged from 92 percent for youth with no priors or additional charges to 77 percent for youth with six or more priors/charges. Moreover, with the exception of youths with five priors/charges, the pattern is one of reasonably steady decline, with each additional prior/charge accounting for about a two percent reduction in the successful completion rate.

Offense seriousness, which is estimated by combining the type of referral offense and the total documented victim loss, is also moderately related to successful completion, although the pattern is less clear. Youth who committed victimless offenses and moderate property offenses had the highest rates of successful completion (92 percent), and youth who committed very serious property offenses had the lowest rates. Dichotomizing the offense seriousness scale reveals that low seriousness offenses (moderate property and lower) had a successful completion rate of 91.3 percent while high seriousness offenses (serious property and higher) had successful completion rates of 85.5 percent.

Race and family income of the offender are also mildly related to successful completion. Non-white offenders and low income offenders tend to have lower successful completion rates than white offenders and upper income offenders. The successful completion rates differ by five percent between white and non-white offenders, and by nine percent between low income (less than $6,000 annually, including those on public assistance) and higher income (above $20,000) groups. Further analysis examined the relationship between race and successful completion after controlling for income and offenders' total number of prior delinquent offenses and additional delinquent charges. The partial gamma coefficient between race and completion status after controlling for annual income dropped slightly to -.15, while after controlling for priors the gamma was -.19 between race and successful completion. Thus, in neither instance did the patterns disappear after controls were utilized, although in one instance they did diminish somewhat. It is clear that substantial additional analysis is necessary before conclusions can be drawn about these relationships. Specifically, project characteristics and the unequal proportion of non-white referrals coming from a small number of projects could possibly be affecting these patterns.

Little or no difference was revealed for age or sex of the offender and the rate of successful completion. Both the youngest and the oldest offenders produced 89 percent successful completion rates, while males had a one percent greater successful completion rate than females.

These patterns, taken in combination, suggest who the high and low-risk offenders might be for a juvenile restitution program. The low-risk offenders tend to be white, average or higher family income youth with no prior offenses who are in school on a full-time basis and who have committed minor or moderate seriousness offenses. High-risk offenders have a high number of priors, are school dropouts, are non-white, low-income youth who have committed high seriousness offenses. While these characterizations are perhaps expected, they do suggest some important program and policy implications. At the individual program level they suggest that project resources might be utilized best when they are disproportionately targeted toward the high-risk offenders. The low-risk offenders' completion rates are so high--well over 90 percent--that because of a "ceiling effect" any additional project efforts directed toward these youth could potentially produce only a small gain in the overall successful completion rate. High-risk offenders, on the other hand, have a successful completion rate of about ten percent less than the low-risk youth; therefore, project resources directed at these high-risk youth could, potentially, yield greater benefit for youth, victims, and programs.

In a similar manner, these characterizations suggest that any assessments of program effectiveness must take into account the distribution of high and low-risk offenders within a program and the amount of resources available for these youth. Program resources could, however, depending on their type and quality, produce deleterious effects for these offenders. Labeling theorists might argue that youth who have minimal contact with the courts and these programs have a greater probability of completing their restitution orders successfully. Others argue that additional program resources that result in greater requirements for the youth could produce lower successful completion rates, while program resources that result in additional assistance to the youth could produce higher rates of successful completion of restitution orders.

Program Components and Successful Completion

In order to examine the effect of additional restitution requirements on successful completion rates vis-a-vis the effect of greater project assistance, two program characteristics will be probed--sole sanction restitution and employment subsidies. In addition, we will examine the impact of different types of restitution and the effects of the size of restitution orders on successful completion rates.

Forty-four projects in the restitution initiative have some sole sanction restitution plans in their caseload, and 16 projects have over 10 percent of their caseload with sole sanction restitution, according to the Management Information System data. Table 4 presents the successful completion rates by the program and restitution plan variables we will examine in this section. The successful completion rates for three different

TABLE 4. SUCCESSFUL COMPLETION RATES BY PROGRAM AND RESTITUTION PLAN CHARACTERISTICS

CHARACTERISTIC	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	TOTAL	NUMBER OF CASES
Restitution Order Requirements				
Sole Sanction Restitution	95	5	100	939
Restitution and Probation	87	13	100	3,862
Suspended Commitment	87	13	100	282
$\alpha < .001$				
Employment Subsidy				
Yes	87	13	100	1,789
No	89	11	100	4,070
$\alpha = .03$ $\gamma = .09$				
Percent of Earnings Subsidized				
0 - 75%	88	12	100	93
76 - 100%	92	8	100	1,749
Total	91	9	100	1,842
n.s.				
Type of Restitution				
Monetary	89	11	100	3,680
Unpaid Community Service	90	10	100	2,577
Victim Service	98	2	100	88
Monetary and Community Service	85	15	100	706
Size of Monetary Restitution Order				
$1 - $41	95	5	100	866
$42 - $90	94	6	100	881
$91 - $165	89	11	100	839
$166 - $335	85	15	100	760
$336 - $12,500	76	24	100	617
$\alpha < .001$ $\gamma = -.40$				
Size of Community Service Order				
1 - 16 hrs.	97	3	100	673
17 - 25 hrs.	95	5	100	608
26 - 40 hrs.	91	9	100	566
41 - 74 hrs.	85	15	100	468
75 - 468 hrs.	74	26	100	476
$\alpha < .001$ $\gamma = -.50$				

types of restitution order requirements--"conventional" restit[illegible] probation, sole sanction restitution, and suspended commitment r[illegible]--reveal a statistically significant difference between sole sanct[illegible] tution and the other two types, while it displays no difference be[illegible] restitution plus probation and suspended commitment restitution. T[illegible] percent higher successful completion rate for sole sanction youth is [illegible]tively large, especially given the absolute success rate of 95 percent [illegible] these youth.

Factors other than sole sanction restitution might, however, be producing these differences. Using the characterizations presented earlier, sole sanction cases might be low-risk youth; they might have fewer priors, less serious offenses, higher family incomes, and so forth. Additional analysis revealed, at least tentatively, that this appears not to be the case. Sole sanction restitution was not significantly related (at the .05 level) to race, income, school status, or number of priors; it was, however, significantly related to offense seriousness. Coding sole sanction restitution as a dichotomous variable (1 = sole sanction, 0 = no sole sanction), the gamma coefficient between offense seriousness and sole sanction restitution was .14. (The gamma between the dichotomous sole sanction variable and successful completion was .40.) Controlling for offense seriousness did not, however, reduce the relationship between sole sanction restitution and successful completion, nor did controlling for prior offenses. In each instance the partial gamma coefficient remained about .40. Additional, more extended analysis of sole sanction restitution and successful completion is clearly needed, but these preliminary results suggest that sole sanction restitution does generate higher successful completion rates.

Employment subsidies are aimed at assisting the youth in complying with his or her restitution order. One hypothesized effect of employment subsidies is that they should produce higher successful completion rates than non-subsidized restitution. Two measures of employment subsidy are included in Table 4. The first is the number of closed cases where subsidized employment was indicated in the youth's initial restitution plan; 31 percent are subsidized and 69 percent are not. The successful completion rate for the subsidized group is 87 percent, while it is 89 percent for the non-subsidized group, with these differences being statistically significant beyond the .05 level.

The second measure of job subsidy examines successful completions by the proportions of the youths' earnings which are subsidized. The differences are not statistically significant between the low percentage subsidies' and the high percentage subsidies' completion rates; however, the overall successful completion rates for these youth is 91 percent, or about three percent higher than the initiative-wide successful completion rate.

These two findings taken in conjunction suggest that the expectation of subsidized employment does not produce positive differences in successful completion rates, but the actual presence of a subsidy does. Moreover, the amount of the job subsidy appears to have an effect upon the rate of successful completion; high subsidy youth have successful completion rates about four percent higher than low subsidy youth, but, due to the small number of low subsidy cases, the differences are not statistically significant at the .05 level.

Another requirement of restitution orders, in addition to the court actions discussed earlier (i.e., sole sanction, restitution plus probation, and suspended commitment), is the type and amount of restitution the youth is ordered to complete. While three possible types of restitution are available--monetary restitution, unpaid community service, and direct victim service--only monetary restitution and unpaid community service (either singly or in conjunction) are used with any great frequency by projects in the initiative. The completion rates for these major types of restitution are presented in Table 4. In general, monetary resti[illegible] io [illegible] d unpaid community service have similar completion rates, while plan[illegible] i combine monetary and community service restitution tend to have sli[illegible] v lower completion rates. Direct victim service restitution plans are [illegible] d at a higher rate, although they comprise only about one percent of a[illegible] completed cases so far in the initiative.

The most likely explanation of the lower successful completion rate the combination restitution plans is that they tend to have larger restitution orders. A typical combination plan will have an order for $171 in monetary restitution and 46 hours of unpaid community service, while the typical single unpaid community service restitution plan will have about 48 hours ordered and the typical single monetary restitution plan will have about $250 ordered. Thus, the youth with an average combination restitution plan is required to do about the same amount of community service as the youth with a single community service plan, plus the combination-plan youth is required to pay a significant amount of monetary restitution.

This is supported by the finding that larger restitution orders appear to result in lower rates of successful completion (Table 4). Youth with monetary restitution orders of between $1.00 and $41.00 had successful completion rates 19 percent higher than youth with orders of $336 or more. For community service restitution orders the differences in completion rates for small and large orders were even greater than for monetary restitution; small community service orders had completion rates as much as 23 percent higher than large orders.

SUMMARY AND CONCLUSIONS

This report was intended to be a preliminary description and analysis of the current rate, the projected rate, and the correlates of successful completion of restitution requirements in the juvenile restitution initiative.

The findings can be summarized as follows:

1. The current rate of successful completion for the initiative, after project-identified ineligibles are removed, is 88.1 percent. Given the observed stability of the successful completion rate over time, the data presented here suggest that the final rate should also be about 88 percent. There is, however, a possibility that the rate will decline toward the end of the initiative as programs terminate and problem cases are closed out. Any decline is only weakly suggested by the current data.

2. The strongest background predictors of successful completion currently appear to be school status, number of priors, offense seriousness, race, and family income. Unrelated to successful completion were age and sex of the offender.

3. Two program components--sole sanction restitution and the provision of employment subsidies--were examined, and both were significantly related to successful completion.

4. Completion rates for monetary restitution orders were not significantly different from community service orders; however, combined monetary and community service orders were slightly lower than the single restitution plans. Size of the restitution order was strongly related to successful completion; large orders had completion rates about 20 percent lower than small orders.

TABLE A. NUMBER OF CASES SUCCESSFULLY CLOSED FOR 1 TO 15 MONTHS BEYOND REFERRAL[1]

Months Beyond Referral	Referral Month																Total Cases
	7901	7902	7903	7904	7905	7906	7907	7908	7909	7910	7911	7912	8001	8002	8003	8004	
1	40	20	45	53	58	66	84	90	49	59	56	43	53	52	52	34	854
2	26	28	62	72	127	106	90	66	58	87	60	55	65	83	67	73	1,125
3	14	26	61	82	102	100	75	60	48	73	66	84	67	56	59	64	1,037
4	18	16	45	56	101	65	62	67	48	76	76	37	65	49	40	5	826
5	8	22	30	30	34	49	44	51	38	43	54	44	43	23	12		525
6	14	12	25	22	35	30	25	43	25	37	42	30	31	8			379
7	7	9	13	38	21	29	22	23	26	28	32	18	3				269
8	9	5	15	12	24	16	9	18	17	18	14	2					159
9	2	12	4	10	18	14	14	8	9	11	3						105
10	3	4	6	8	10	11	11	12	6	3							74
11	2	0	6	5	9	7	9	12	2								52
12	5	4	6	7	10	4	5	0									41
13	4	8	7	9	13	3	2										46
14	2	1	2	0	3	0											8
15	0	0	2	0	1												3
TOTAL	154	167	329	404	566	500	452	450	326	435	403	313	327	271	230	176	5,503

[1] Numbers in the cells show how many of the cases referred in each month (see column headings) were successfully closed within one month (Month 1), two months, three months, and so forth on up to 15 months. For example, 40 cases referred in January 1979 were closed successfully within one month, 26 were closed in the second month, and so on.

TABLE B. NUMBER OF CASES UNSUCCESSFULLY CLOSED FOR 1 TO 15 MONTHS BEYOND REFERRAL[1]

Months Beyond Referral	Referral Month																Total Cases
	7901	7902	7903	7904	7905	7906	7907	7908	7909	7910	7911	7912	8001	8002	8003	8004	
1	0	0	4	8	11	4	6	9	6	7	6	1	4	8	12	6	92
2	1	3	6	6	8	7	10	6	7	13	9	10	2	10	6	8	122
3	0	2	4	5	14	5	12	6	10	8	12	6	9	5	8	5	114
4	0	3	6	1	14	9	4	11	3	10	9	9	9	8	6	2	104
5	1	1	1	6	2	14	8	2	5	13	9	9	10	1	4		86
6	1	1	3	1	5	3	5	4	6	2	9	3	2	0			45
7	0	1	2	5	4	2	8	3	4	6	2	5	0				42
8	0	2	3	2	6	2	5	11	2	1	4	0					38
9	0	2	2	1	2	4	7	3	3	3	0						27
10	0	3	2	1	6	0	5	0	0	0							17
11	2	1	2	3	2	0	2	1	0								13
12	1	3	6	2	1	1	2	0									16
13	1	7	3	2	1	4	0										18
14	9	1	2	1	2	0											15
15	0	0	0	0	0												0
TOTAL	16	30	46	44	78	55	74	56	46	63	60	43	46	35	36	21	749

[1] Numbers in the cells show how many of the cases referred in each month (see column headings) were unsuccessfully closed within one month (Month 1), two months, three months, and so on up to 15 months. For example, four cases referred in March 1979 were closed unsuccessfully within one month, 6 were closed in the second month, and so forth.

TABLE C. NUMBER OF PROJECT-IDENTIFIED INELIGIBLE CASES FOR 1 TO 15 MONTHS BEYOND REFERRAL[1]

Months Beyond Referral	Referral Month																Total Cases
	7901	7902	7903	7904	7905	7906	7907	7908	7909	7910	7911	7912	8001	8002	8003	8004	
1	2	3	9	19	22	17	8	9	13	9	15	16	26	15	30	21	214
2	1	3	4	4	5	8	11	7	14	16	12	10	17	14	25	17	168
3	0	1	6	3	5	7	2	3	7	3	9	6	13	11	5	6	85
4	0	2	2	2	2	5	5	9	1	14	6	5	3	1	7	1	65
5	3	0	1	5	3	1	7	5	3	4	4	2	3	3	0		44
6	0	0	3	1	2	2	2	1	1	2	0	3	0	0			17
7	0	0	1	3	4	1	4	3	1	2	1	1	0				20
8	0	0	0	4	3	1	0	1	2	0	1	0					12
9	0	0	1	0	0	1	1	2	2	2	0						9
10	0	0	0	0	0	2	0	0	0	0							2
11	0	0	1	1	0	0	0	0	0								3
12	0	0	1	1	0	1	0	0									3
13	0	0	0	0	0	0	0										0
14	0	0	0	0	0	0											0
15	0	0	0	0	0												0
TOTAL	6	9	26	43	46	46	40	41	44	52	48	43	62	44	67	45	662

[1] Numbers in the cells show how many of the cases referred in each month (see column headings) were closed as project-identified ineligibles within one month (Month 1), two months, and so on up to 15 months. For example, 2 cases referred in January 1979 were closed as project-identified ineligibles within one month, 3 case was closed in the second month, and so forth.

TABLE D. NUMBER OF CASES REMAINING OPEN FOR 1 TO 15 MONTHS BEYOND REFERRAL[1]

Months Beyond Referral	Referral Month																Total Cases
	7901	7902	7903	7904	7905	7906	7907	7908	7909	7910	7911	7912	8001	8002	8003	8004	
0	194	219	453	555	813	719	656	676	558	767	752	619	741	683	739	711	9,855
1	152	196	395	475	722	632	558	568	490	692	675	559	658	608	645	650	8,675
2	124	162	323	393	582	511	447	489	411	576	594	404	564	501	547	552	7,260
3	110	133	254	303	461	399	358	420	346	492	507	388	475	426	475	477	6,024
4	92	112	201	244	344	320	287	333	294	392	416	337	398	368	422	469	5,029
5	80	89	169	203	305	256	228	275	248	332	349	282	342	341	406		3,905
6	65	76	138	170	263	221	196	227	216	291	298	246	309	333			3,057
7	58	66	123	132	234	189	162	198	185	255	263	222	306				2,393
8	48	59	105	114	201	170	148	168	164	236	244	220					1,877
9	46	45	98	103	181	151	126	155	150	220	241						1,516
10	43	38	90	94	165	138	110	143	144	217							1,182
11	39	37	81	85	154	131	99	130	142								898
12	33	30	68	75	143	125	92	130									696
13	28	15	58	64	129	118	90										502
14	17	13	54	63	124	118											389
15	17	13	52	63	123												268

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[1] Numbers in the cells show how many of the cases referred in each month (see column headings) were open for one month (Month 1), two months, and so on up to 15 months. For example, 194 cases were referred in January 1979 (7901). Of these 152 were still open in the first full month after referral (Month 1), 124 were still open in the second month, and so forth. (Because the Management Information System files are updated on a monthly basis, these figures will vary across different technical reports.)

IN-PROGRAM REOFFENSE RATES FOR JUVENILES IN RESTITUTION PROJECTS

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October 1980

A Research Report from the Institute of Policy Analysis
on the National Evaluation of the Juvenile Offender Restitution Program

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Funding for this report and research was provided by Grant No. 79-JN-AX-0009 from the Law Enforcement Assistance Administration, OJJDP/NIJJDP, Department of Justice, Washington, DC. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the Department of Justice.

ABSTRACT

An analysis of in-program reoffending rates for more than 9,000 juvenile offenders referred to 85 different restitution programs is reported in this paper. The major findings are summarized below.

1. An estimated 8.4 to 8.8 percent of the youths referred to the restitution projects reoffend during the time they are under the auspices of the projects. The average amount of time spent in these programs is 6.2 months.

2. The likelihood of reoffending is higher for youths who had a history of prior criminal acts than for first offenders. The proportion expected to reoffend within six months of referral is six percent for first offenders, eight percent for youths with one prior offense, nine percent for those with two priors, and 13 percent for those with three or more prior offenses.

3. The likelihood of reoffending is not related to the seriousness of the immediate offense. Youths committing the more serious offenses were no more likely to reoffend than those committing minor offenses.

4. An analysis of the relationship between reoffenses and the sex, race, and age of the youths revealed only minor differences and no differences substantial enough or consistent enough to warrant concern in terms of program operation.

5. There were some differences in the reoffense rates of youths in different income categories with the persons in the lower income groups reoffending at a rate of about eight to ten percent in six months compared with reoffense rates of seven to eight percent for persons in the higher income groups.

6. Youths attending school on a regular basis are slightly less

likely to reoffend than those who are not in school. The six month reoffense rate of the former is 7.5 percent compared with nine percent of the latter group.

7. Comparisons of the reoffense rates for youths under three different types of sanctions from the juvenile court were undertaken. Juveniles for whom restitution was the sole sanction reoffended at a rate of 5.7 percent in six months; those with restitution plus probation as the disposition reoffended at a rate of 8.1 percent in six months; and those with restitution and suspended commitments reoffended at an even higher rate--13.2 percent in six months. This relationship could be due to the fact that youths with suspended commitments tend to be more serious offenders than those who are on sole sanction restitution. Even though controls for prior offenses did not diminish the observed relationship, more analysis should be undertaken before drawing any definitive conclusion about the relationship between reoffending and the juvenile court disposition.

INTRODUCTION

This paper contains preliminary information about the frequency and type of offenses committed by juveniles who were participating in a restitution program for juvenile offenders at the time the offense was committed. The analysis includes an examination of the reoffense patterns, controlling for time at risk, for more than 9,000 juvenile offenders referred to restitution programs funded by the Office of Juvenile Justice and Delinquency Prevention (OJJDP).[1]

The first grants for the juvenile restitution programs were issued in September, 1978, and most of the 85 projects were operative by mid-1979.[2] Referrals to these programs between January, 1979 and April, 1980 are included in this analysis. The specific objectives of this report are:

1. To describe the reoffense rate of juveniles in the restitution projects and to estimate the eventual proportion of referrals who can be expected to reoffend while in the restitution projects;

2. To estimate the probability of reoffending for groups or individuals who have been in the project for different lengths of time; and,

3. To determine whether differences in the characteristics of juvenile offenders are related to differences in the probability of reoffending while under the auspices of the restitution projects.

One of the major goals of the federal initiative was to encourage local juvenile courts to use court ordered restitution and/or community service as dispositional alternatives for the more serious offenders in the community and, thereby, to reduce the incarceration rates for these youngsters.[3] Among the many issues raised by the inclusion of serious offenders in the target population was whether serious offenders would reoffend at an unacceptably high rate, thereby damaging the credibility of the restitution projects. For this reason, one of the purposes of the report will be to compare the reoffense patterns of serious juvenile offenders with less serious offenders in order to determine whether differences in seriousness are associated with differences in the reoffending rates.

Other characteristics of juvenile offenders--age, gender, race, family income, and so on--will be examined in relation to the probability of reoffending in order to describe the characteristics of youths who are most (and least) likely to reoffend. A final portion of the report includes a very preliminary assessment of the relationship between the degree of court control over the juvenile and the reoffense rate. In this analysis, comparisons will be made among three groups: 1) those ordered to pay restitution who also were placed on suspended commitment, 2) those ordered to pay restitution who are on normal probation, and 3) those ordered to pay restitution as a sole sanction.

This study differs in several significant ways from most other research and evaluation reports on delinquency programs. First, the report does not include a comparison of the effectiveness of restitution programs with nonrestitution alternatives but, instead, examines one indicator of the effectiveness of restitution--reoffense rates--for several subgroups of juveniles under several different program conditions.[4]

Second, the measure of program effectiveness used here is in-program reoffending rather than the more familiar post-release measures of recidivism.

Third, the evaluation report has been prepared approximately midway through the restitution initiative rather than after the conclusion of the program. This approach has many advantages in the sense of providing timely information to program managers but it permits only a short follow-up period and the findings must be viewed as preliminary and tentative rather than final.

The somewhat unusual aspects of the evaluation present a number of complex conceptual and methodological issues that will be dealt with in the next two sections of the paper. Following a discussion of these issues, the overall in-program reoffense rate for the initiative will be presented. The fourth section contains the reoffense rates, controlling for time at risk, of various subgroups in the initiative.

IN-PROGRAM REOFFENDING AS A MEASURE OF PROJECT PERFORMANCE

It is generally acknowledged that the primary purpose of evaluation research is to produce knowledge which can be used to guide policy decisions and it is equally well recognized that many evaluations--including both "outcome" and "process" approaches--fall short of this goal.

Outcome evaluations, such as those that focus exclusively on long-term recidivism rates, have been criticized on the grounds that they do not produce useful information during the time when most of the critical programmatic decisions are being made. In addition, some have argued that treatment effects may wear off as more time elapses during the follow-up period and the impact of the program will be underestimated.[5] Another criticism of evaluations that focus exclusively on longer-term recidivism rates is that the linkage mechanisms between treatment and recidivism are not examined. It is risky and perhaps invalid to attribute responsibility for client recidivism (or the lack of it) to treatment programs without an understanding of the linkage between treatment, client attitudes and behaviors while in the project, and later client behavior.

Process evaluations that are limited to descriptions of project operation and/or to quantitative data on activity levels (such as the number of clients) also can be criticized as irrelevant to most kinds of policy decisions other than those having to do with the competence of project managers. In particular, these kinds of process evaluations are not useful for diagnosing the appropriateness of various project components or for analyzing the effects of treatment on different kinds of clients.

No effort will be made here to argue that studies of in-program reoffending should replace either the longer-term follow-up studies of client recidivism or the more descriptive approaches to process evaluation. We will argue, however, that there are substantial payoffs from studies of in-program reoffending and that these kinds of studies should become a standard part of the evaluation model for delinquency prevention programs.

Value of In-Program Reoffense Studies

One of the most obvious advantages of using in-program reoffending, rather than post-release recidivism, as a measure of project performance is that data on in-program reoffending are available shortly after program start-up and analysis can proceed in time to be of value in shaping project operations. Analysis of the probability of reoffending for various subgroups of juveniles, for example, should provide program managers with a useful diagnostic tool. By identifying subgroups with special needs and with higher than normal likelihood of reoffending, program personnel can target their resources and efforts more intensely on the high risk youths. Analysis of the relationship between program components or operating procedures and the risk of reoffending can point to needed modifications and/or to ways of reallocating resources in order to reduce the reoffense rate.

Treatment programs generally are viewed as more directly accountable for youths currently under their supervision than for youths who have already passed through the program. Thus, in-program failure rates should be monitored carefully and continually in order to serve as an early warning device. Programs with unacceptably high reoffense rates can be modified or abandoned.

It should be emphasized that in-program reoffending alone is not a sufficient device for assessing program performance and impact. Rather, it is one of several measures of program performance that should be analyzed on its own merits.

The value of studying in-program reoffending would be greatly enhanced if 1) all delinquency prevention programs measured reoffending and did so in a manner that permits comparison across programs, and 2) studies relating in-program reoffending to longer-term recidivism rates were undertaken.

The first point above is not simply wishful thinking, although difficulties inherent in achieving comparability are considerable. Process evaluations often are limited to qualitative examination of program components and/or quantitative analysis of activity levels on the grounds that the project does not have the resources to engage in long-term follow-up. Data on in-program reoffending (and other similar types of short-term performance measures) are not expensive to collect and do not require a long-term commitment.

The second point mentioned above--the need for studies linking in-program reoffending to longer-term performance measures--is important in order to give the proper amount of weight to the results from studies utilizing in-program reoffending or other kinds of short-term measures. If in-program reoffending is highly predictive of long-term recidivism rates, then considerable weight could be given to the results from an evaluation report produced during the life of the project. As noted previously, a common criticism of evaluation research is that the results are not known at the time they are needed for shaping project operations. It seems imperative that evaluators seek methods to shorten the amount of time that elapses between program start-up and the first reports of preliminary results from the evaluation. Analysis of in-program reoffense rates is one step in that direction.

Previous Studies of Reoffending

There has been little reported analysis of in-program reoffending in community treatment or delinquency prevention evaluations. When in-program recidivism rates are reported, it often is only parenthetically and the important issues surrounding measurement and interpretation of the rates are treated in a cursory manner. In-program reoffending does not appear to have been used very often as a measure of program performance, nor as a linkage variable between treatment program characteristics and future recidivism.

It has not been possible to find reports of the reoffending rates in other delinquency programs that could be used to establish a standard of comparison or benchmark for assessing the in-program reoffending rate of the juvenile restitution programs. A study by Pond (1970), for example, reports a reoffense rate of 75 percent over the course of 15 months of project involvement whereas a study by Empey and Erickson (1974) reports a reoffense rate of 48 percent for a program that had an average length of follow-up of about 12 weeks. The considerable variation not only in the reoffense rate but in the length of follow-up is, alone, reason to forego attempting to compare these programs with restitution. In addition, and perhaps even more important, the characteristics of youths involved in other programs and the methods of assessing in-program reoffending vary so greatly as to make all comparisons across programs meaningless at this time. Community treatment programs for juveniles differ in terms of the seriousness of offenders, the length of exposure to treatment, the intensity of supervision, and so on.

Data on failure rates will vary depending on the way reoffending is measured, the selection of control variables to adjust for differences when comparing subgroups within programs, the method of dealing with program dropouts, and, for programs still in progress, the method of dealing with cases not yet terminated from treatment.

Data and Measurement Issues

Reoffense data for this paper are taken from management information system (MIS) forms completed for each youth by restitution project staff at the time a youth is terminated from a restitution project.[6] These forms are forwarded to IPA on a regular basis for editing, processing, and analysis. The reoffense variable is derived from an item which asks whether the youth had any new juvenile court contacts since program intake for a new offense and, if so, for what offense. If a youth had more than one recontact (an extremely rare event) or if the recontact is part of a multiple charge, the most serious offense is coded.

Probation violations, which constitute about five percent of the recontacts, were counted as reoffenses. Although their inclusion is debatable, it generally is believed that new offenses are a common reason for the probation officer to return the case to court as a probation violation. Furthermore, inclusion of these "offenses" is a conservative approach because it produces a slightly higher reoffense rate.

The use of court recontact as a measure of in-program reoffending raises several concerns. In measuring reoffenses, there are a wide range of options and studies have varied from those using self report data to those using incarceration for a new offense.[7] While the measure used in a particular study should depend upon the research questions being asked, it is generally recognized that the closer the researcher can get to a measure of the actual delinquent behavior, the better the measurement will be. In the absence of self report data from all 85 restitution sites and given the practical restraints on obtaining police arrest information since the projects generally do not have access to police records, court contact data seemed to afford the least contamination.

One major source of error in the use of court contact data is in making comparisons across projects. There may be a great deal of variation among jurisdictions in standards for re-referral to the court for an offense or probation violation. And, projects may vary in the extent of knowledge they have about new contacts with the court. Thus, cross-site comparisons should be made with great caution and are not presented in this report.

Neither the number of multiple recontacts nor the seriousness of recontacts are included as part of the dependent variable in the analysis. Number of contacts adds texture and power to group comparisons, but it is not as relevant in the restitution initiative because one reoffense generally is grounds for termination from initiative projects. Seriousness of return offenses is not incorporated into the dependent variable due to the measurement and methodological problems involved.[8]

Two additional measurement issues pertain to the procedures for handling cases that have not yet closed and the method of dealing with program dropouts. Those reoffenders whose cases have not yet closed are, of course, generally unknown to us at this time. The estimation procedures, explained in the next section, are based on the expected probability of reoffending and the expected probability that a case will be "at risk" (i.e., open, rather than closed, for each of many time lags beyond referral date). This technique permits us to use cases that have closed for estimates of the expected reoffending rates of the open cases. As mentioned before, cases generally are closed whenever a new offense occurs. Thus, there is no lengthy time lag between reoffending and case closure that could confound the analysis.

Lerman (1970), Empey and Erickson (1974), and others have criticized some research on reoffense rates because of an exclusion of cases that did not complete the treatment. Exclusion of these cases is generally believed to bias the reoffense rates so that they favor the program being evaluated. In the restitution initiative, all cases that are referred to the program either are open (active) cases, or are closed cases. Program "dropouts" are in the latter category and are included in the analysis.

A crucial problem in interpreting in-program recontact rates centers on the methods (if any) used to control for variation in exposure to treatment or "time at risk." Some studies report in-program reoffense rates with no apparent attempt to account for differences in risk time.[9] Others adjust the mean delinquency scores for comparison groups depending on average time at risk for the group, and still other studies have used a total group estimate based on the number of offenses per group divided by the total time of exposure of each group to treatment.[10] Because of the centrality of this issue in providing proper measurement and interpretation to reoffense rates, it will be discussed extensively in the next section.

ALTERNATIVE METHODS FOR ANALYZING REOFFENSE DATA

Certain characteristics of the reoffense data from the restitution projects make the analysis of reoffending a relatively complex procedure. In particular, the referrals to the projects are observed (tracked) only until the case is closed and case closures occur at variable lengths of time beyond referral. Some cases close within one month of referral and, therefore, are tracked for only one month. Youths whose cases close within the first month have only one month of "time at risk." Some cases close two months after referral, some three, and so on. A small proportion of the cases are still open after 15 months beyond the referral date. The second problem is that this analysis is being conducted before all the cases have closed. Referrals from January, 1979 through April, 1980 are included in the analysis. Thus, the length of follow-up varies on the open cases, as well as the closed ones. (More information on referrals, closures, and tracking time is in Appendix A.)

Total Group Reoffense Rates

One of the purposes of the analysis is to describe the in-program reoffending rate for the total group of juveniles referred to restitution projects, but there are serious problems in obtaining unbiased estimates of the total group reoffense rate prior to the time when all cases have closed. For example, the in-program reoffending rate could be calculated by dividing the total number of youths who have reoffended by the total number of referrals to the programs. For the restitution initiative there have been 9,255 referrals from January, 1979 through April, 1980 and 504 of them had reoffended by the end of April, 1980. This is a "reoffense rate" of 5.5 percent.

Although commonly used, this calculation is highly inappropriate for the restitution initiative. All cases have not yet closed and this measure of reoffending does not take "time at risk" into consideration. If the reoffense rate for the initiative were calculated this way, it would increase from one month to the next simply because more youths have been "at risk" for a longer period of time in each subsequent month. The total amount of person-days of risk time increases each month, as do the number of offenses, even when the number of individuals remains constant. Unless the amount of time at risk is taken into consideration, the in-program reoffense rate will be underestimated until all cases actually have been closed by the projects included in the inititative.

Another procedure is to consider only the cases that actually have closed and to calculate the reoffense rate as the proportion of all closed cases which were closed with a subsequent referral to the juvenile court. In the current data, there have been 504 offenses committed by the 5,202 juveniles whose cases have been closed--a reoffense rate of 9.7 percent. This procedure also will yield biased and unstable estimates of the reoffense rate until all cases actually have been closed by the programs because of the fact that a reoffense usually is sufficient cause to justify closing a case prior to its normal termination time. Thus, the proportion of closed cases that close because of a reoffense will be too high, especially for recent referral months which have had very short follow-up periods.

In addition to these kinds of problems, a calculation that does not take time at risk into consideration will not generate useful data for comparing the restitution initiative to other programs which have different average amounts of time under program jurisdiction. And, comparisons within the restitution initiative of individuals or groups will be meaningless unless the amount of time at risk is the same for the persons or groups that are being compared. It is known, for example, that serious offenders tend to spend more time in restitution projects than do the less serious offenders. Thus, the serious offenders have had more opportunity to reoffend and comparisons of their reoffense rates with those of less serious offenders are not interpretable unless time at risk has been controlled or held constant in some manner. Similarly, comparisons of the reoffense rate of the restitution initiative with other OJJDP programs is not appropriate unless the other programs have the same average amount of time in the program as do restitution referrals or unless time at risk is controlled in the analysis of the data.

An analogy to these kinds of problems can be found at the individual level when the analysis treats reoffending as a dichotomous variable, with each individual receiving a score either of zero (nonoffender, for example) or one (offender). When the individuals have not been at risk for the same amounts of time, the dichotomous scoring system has serious deficiencies. A score of zero (nonoffender), for example, might be given to all nonoffenders, including those who were observed for one month and those who were tracked for 12 or 15 or even 24 months. Clearly, youths who were at risk for 24 months and did not reoffend should be considered to have "done better" than youths who were at risk for only one month and did not reoffend. Similarly, juveniles who reoffend the first day should not be considered equivalent to juveniles who reoffend after 24 months of crime-free time.[11]

There are several different techniques that can be used to control for differences in time at risk but the fundamental task is to identify the probability of reoffenses occurring within one month, two months, three months, and so on. For example, suppose the researcher established that the probability of reoffending was .10 for juveniles who were at risk for six months and was .15 for juveniles who were at risk for nine months. A project with an average time at risk of six months and a reoffense rate of .10 would be equivalent to another project with an average time at risk of nine months and a reoffense rate of .15. It is the establishment of these types of equivalencies that would permit comparison of projects, or groups within projects, when differences exist in the amount of time at risk.

If suitable estimates of the probability of reoffending, per unit of time, can be developed, these could be used to adjust individual-level reoffense scores as a function of the amount of time the youth was at risk. And, if such estimates were available, it would be possible to predict the proportion of the referrals expected to reoffend while in the restitution projects simply by combining information on the probability of reoffending within one month, two months, three months, and so forth with estimates of the probability that the case will be at risk for one month, two months, three months, and so on.

Several of the techniques that could be used to develop estimates of the probability of reoffending, as a function of time, are discussed below.

Cumulative Probability of Reoffending

One procedure that could be used to estimate the extent of in-program reoffending, per unit of time, is an elaboration of the methodology Berecochea (1972) called "survival cohort" analysis. This technique is similar to the one used by Witte and Schmidt (1979).

The data in Table 1 show the probability of reoffending during each

TABLE 1. CUMULATIVE PROBABILITY OF REOFFENDING[1]

Months Beyond Referral (t)	Number of Cases at Risk in t	Number of Offenses Committed in t	Reoffense Rate for t (P_m)	Cumulative Probability of Reoffending (P_t)
			%	%
< 1	9,255	71	.77 (1.53)	.77
1-2	8,156	105	1.29	2.06
2-3	6,473	94	1.45	3.51
3-4	4,931	86	1.74	5.25
4-5	3,572	40	1.12	6.37
5-6	2,713	47	1.73	8.10
6-7	1,988	24	1.21	9.31
7-8	1,441	9	.62	9.93
8-9	1,078	15	1.39	11.32
9-10	799	4	.50	11.82
10-11	594	3	.50	12.32
11-12	415	3	.72	13.04
12-13	214	2	.93	13.97
13-14	120	1	.83	14.80
14-15	42	0	.00	14.80
15-16	23	0	.00	14.80
Totals	37,186	504		

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[1] The number of cases at risk during each time unit is the number of open cases. The first time unit encompasses only two weeks. The reoffense rate, P_m, is interpreted as the probability of reoffending in a particular time unit such as during month 12-13. The cumulative probability of reoffending, P_t, is interpreted as the probability of having reoffended at any time from referral to a particular time unit.

month beyond the month of referral for juveniles in the restitution initiative. The first column shows time lag since referral. In the second column of Table 1 are the number of juveniles actually at risk during the month shown in the row. The number of offenses committed by the juveniles during each month is shown in the third column. The probability of reoffending during each month (P_m) is shown in the fourth column and is calculated by dividing the number of offenses by the number of juveniles "at risk" during each time lag:

$$P_m = \frac{k_m}{N_m}$$

Where: P_m = Probability of reoffending during the time unit $\underline{m}$ (such as month one or month six)

k_m = Number of offenses committed during the time unit $\underline{m}$

N_m = Number of juveniles "at risk" during the time unit $\underline{m}$

The probability of reoffending begins at less than one percent for the two week time period just beyond referral. When corrected to a monthly rate, this is 1.53 percent. The probability of reoffending, per month, follows a relatively uneven pattern between one and 1.75 percent per month until about nine months after referral at which time it seems to drop rather substantially only to rise again (to .93) at the twelfth month. The figures for later months are, of course, based on considerably fewer cases than in the early months. Furthermore, the cases were those referred to the restitution projects in early 1979 at a time when not all of the projects were operative. Thus, part of the apparent unevenness in the data is "noise" produced by the nature of the initiative and the inherent problems in collecting these kinds of data from the projects.

In the last column of Table 1 the cumulative proportion of juveniles reoffending is shown. These figures show the proportion of juveniles who would be expected to have reoffended by each succeeding time lag if all cases had been at risk through that time lag. The cumulative figure also represents the probability of reoffending for any particular juvenile if his or her case remains open for that length of time. For example, the estimated probability of reoffending for cases that are open for three months is .035; the estimate climbs to .0931 for cases open through the sixth month beyond referral and to almost .15 for cases open 13 to 16 months beyond referral. The estimated probability of reoffending for juveniles whose cases have been open for varying lengths of time can be expressed as follows:

$$P_t = \sum_{i=1}^{m} P_{mi}$$

Where: P_t = The estimated probability of reoffending if "at risk" for 0 to t amount of time (such as one month, two months, 15 months)

P_{mi} = The estimated probability of reoffending in month one, month two, month 15, etc.

The estimated proportion expected to reoffend by each time lag is graphed in Figure 1.

The Stollmack-Harris Model

Another method for estimating the probability of reoffending--per unit of time--has been developed by Stollmack and Harris (1974). Their model draws upon failure-rate analysis from operations research and is expressed in the following form:

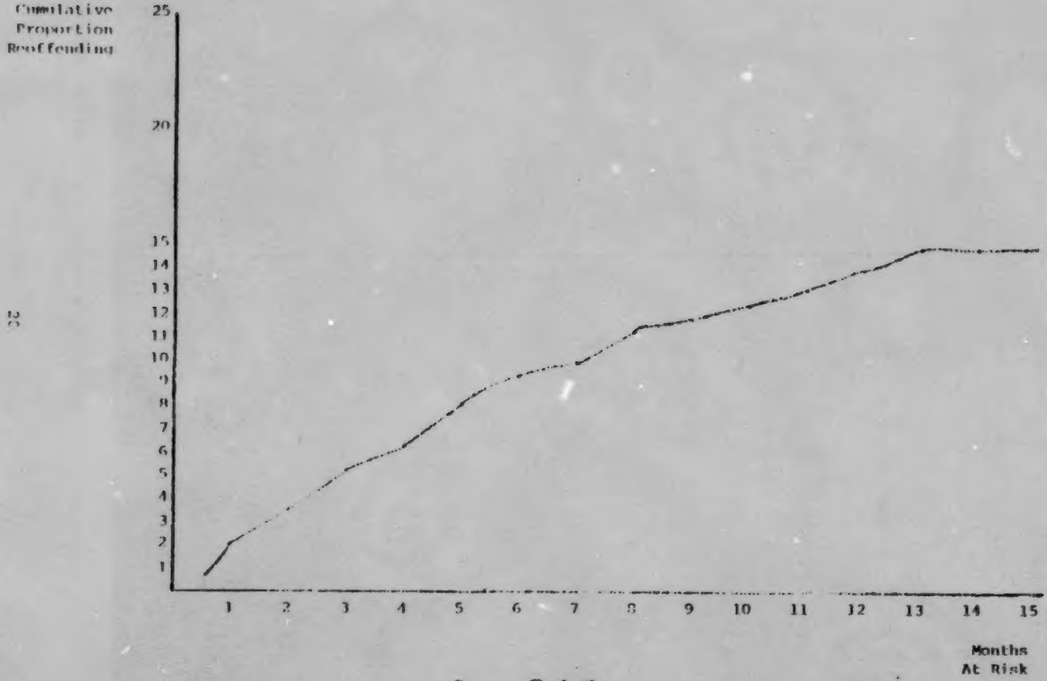
$$P_t = 1 - e^{-at}$$

Where: P_t = Probability of failure during the time interval 0 to t

a = The failure rate

t = Number of months at risk

FIGURE 1. CUMULATIVE PROPORTION REOFFENDING



The value of a is calculated by summing the offenses and then dividing by the total number of days at risks (or months, years, or other time unit). The time at risk actually is the number of "person days" (or "person years"). For example, one juvenile who is in a restitution project for 365 days contributes 365 days "at risk" to the total. In a similar way, 365 juveniles, each of whom spent only one day in a restitution project, contribute 365 days at risk to the total. An estimated yearly reoffense rate can be calculated utilizing cases that have been tracked for only one day or one month. The formula for calculating a is:

$$a = \frac{k}{N_1 + N_2}$$

a = The failure rate

k = Number of offenses in the group

N_1 = Number of "person days" between referral and failure for those who fail

N_2 = Number of "person days" between referral and follow-up for those who have not failed

The figures needed to calculate reoffense rates using the Stollmack-Harris procedures are shown in Table 2. The last column of the Table shows the estimated probability of failure at each time lag beyond referral, for cases that were "at risk" up to each particular time lag. For cases that were at risk for less than one month (row one), the probability of failure is less than one percent (.68 percent); the probability of failure for cases remaining open for two months is 1.35 percent. For cases that remain open through the sixth month, the probability of failure is estimated to be 7.81 percent and rises to about 15 percent for cases open a full year.

TABLE 7. STOLLMACK-HARRIS REOFFENSE RATE FOR ALL REFERRALS[1]

Months Beyond Referral	Number of Offenses at Each Lag	Cumulative Number of Offenses	Number of Open Cases	Cumulative Risk Time in Months	Estimated Failure Rate (a)[2]	Probability of Failure (P_t)
						%
< 1	71	71	9,255	4,627	(.0153)	.68
1-2	105	176	8,156	12,783	(.0138)	1.35
2-3	94	270	6,473	19,256	(.0140)	2.67
3-4	86	356	4,931	24,187	(.0147)	3.98
4-5	40	396	3,572	27,759	(.0143)	5.28
5-6	47	443	2,713	30,472	(.0145)	6.55
6-7	24	467	1,988	32,460	(.0144)	7.81
7-8	9	476	1,441	33,901	(.0140)	9.05
8-9	15	491	1,078	34,979	(.0140)	10.28
9-10	4	495	799	35,778	(.0138)	11.46
10-11	3	498	594	36,372	(.0137)	12.68
11-12	3	501	415	36,787	(.0136)	13.85
12-13	2	503	214	37,001	(.0136)	15.01
13-14	1	504	120	27,121	(.0136)	16.15
14-15	0	504	42	37,163	(.0136)	17.28
15-16	0	504	23	37,186	(.0136)	18.40
Totals		504		37,186	.0136	

$P_t = 1-e^{-at}$ $a = .0136$

---

[1] The Stollmack-Harris failure rate (i.e., the value of a) is calculated by dividing the cumulative number of reoffenses by the cumulative time at risk, utilizing all of the available data. In the Table, the month 0 lag beyond referral is calculated as .5 of a month.

[2] In this column are the estimates of the failure rate a utilizing only the data available at the time lag shown in each row. For example, using only the data available at the end of the month in which the cases were referred (month 0), the estimated failure rate is .0153. Using only the data available at three months beyond referral (month 3), the estimated failure rate is .0147. After the full follow-up, the estimated failure rate is .0136.

The chief criticism of this technique for estimating reoffense probabilities is that the method assumes the probability of failure is the same during the first month beyond referral as it is for the second, third, fourth, and all subsequent months. If this assumption is correct, then all individuals eventually will fail if one forecasts far enough into the future. Stollmack and Harris point out that there are ways of testing whether the assumption of a constant failure rate is appropriate for the data and there are a number of techniques which could be used to decrease the failure rate *a* as a function of time, if it were necessary to do so.

The Maltz-McCleary Model

Maltz and McCleary (1977) developed a model for the analysis of recidivism data which does not assume that all individuals eventually will fail. Their model contains two parameters to be estimated from the data: *r* which is the estimated proportion of all referrals who ultimately will reoffend and *a* which is a parameter expressing the speed of failure. The formula is:

$$P_t = r(1-e^{-at})$$

P_t = Probability of failure during the time interval 0 to t

r = Proportion of individuals who ultimately will fail

a = The speed of failure

In contrast to the Stollmack-Harris approach, the estimation procedures for *a* and *r* are not simple and the resulting values do not have a straightforward substantive interpretation. The formulae for *a* and *r* are:

$$(au)^{-1} - (e^{au} - 1)^{-1} = \bar{t} / u$$

Where: u = The maximum follow-up time

k = The total number of failures

$\bar{t}$ = The average time to failure for those who fail

$$r = \frac{k}{N(1-e^{-au})}$$

As in the Stollmack-Harris model, the parameter a governs the height of the curve but it is not interpretable as the probability that a juvenile will reoffend within a designated time unit (such as, from referral to three months). Rather, the value of a reflects the probability that a juvenile who reoffends will do so within a particular time unit. The Stollmack-Harris model also has one other important advantage over the Maltz-McCleary approach: the latter requires the same amount of follow-up time for all cases in the analysis whereas Stollmack-Harris utilize all the cases, regardless of how short or long the follow-up has been.

The Maltz-McCleary model has been used to generate estimated reoffense probabilities for juveniles in the restitution initiative and the results are shown in Table 3.

The total time between referral and reoffense, for those who fail, is 1,444.5 months. The average time to failure ($\bar{t}$) is 1,444.5 divided by 504 offenders which equals 2.87 months. The value of k (number of offenses) has to be estimated from the raw data because of the fact that the Maltz-McCleary technique requires that all cases be tracked for the same length of time--a situation which does not exist with these data. However, the raw data from the restitution initiative can be used to generate the probability of reoffending at each particular time lag

TABLE 3. MALTZ-McCLEARY ESTIMATES OF REOFFENDING[1]

Month Beyond Referral	Number of Offenses	Time to Reoffend	Reoffense Rate (P_t)
			%
.5	71	35.5	2.31
1	105	105	4.26
2	94	188	7.31
3	86	258	9.48
4	40	160	11.03
5	47	235	12.14
6	24	144	12.93
7	9	63	13.49
8	15	120	13.90
9	4	36	14.18
10	3	30	14.39
11	3	33	14.53
12	2	24	14.64
13	1	13	14.71
14	0	0	14.77
15	0	0	14.81
Total	504	1,444.5	

$$P_t = r(1-e^{-at})$$

$r = .1490$

$a = .3371$

$\bar{t} = 1,444.5 / 504 = 2.87$ $u = 15$

$k = (.148)\ (9,255) = 1,370$

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[1] The value of $\underline{a}$ and $\underline{r}$ were found utilizing formulae and programming developed by Jerry Eagle of the Institute of Policy Analysis (see Appendix A). The "time to reoffend" figures are the product of the months beyond referral and the number of offenses. The value of $\underline{k}$ is an estimate, based on the raw data, of the proportion expected to reoffend by $\overline{15}$ months if all cases were open and tracked for 15 months.

beyond referral (the value of P_m discussed previously) and, from these figures, the value of P_t (the probability of reoffending between time zero and each future time point) can be determined. The probability of reoffending, if all cases were tracked through 15 months beyond referral, is expected to be .148 and, therefore, the estimated value of k is .148 x 9,255 = 1,370 offenses.

The values of u (15), $\bar{t}$, and k constitute the input data for calculating the values of a and r. A program, for the Hewlett-Packard 33 hand calculator, has been written by Jerry Eagle of the Institute of Policy Analysis and is described in Appendix A.

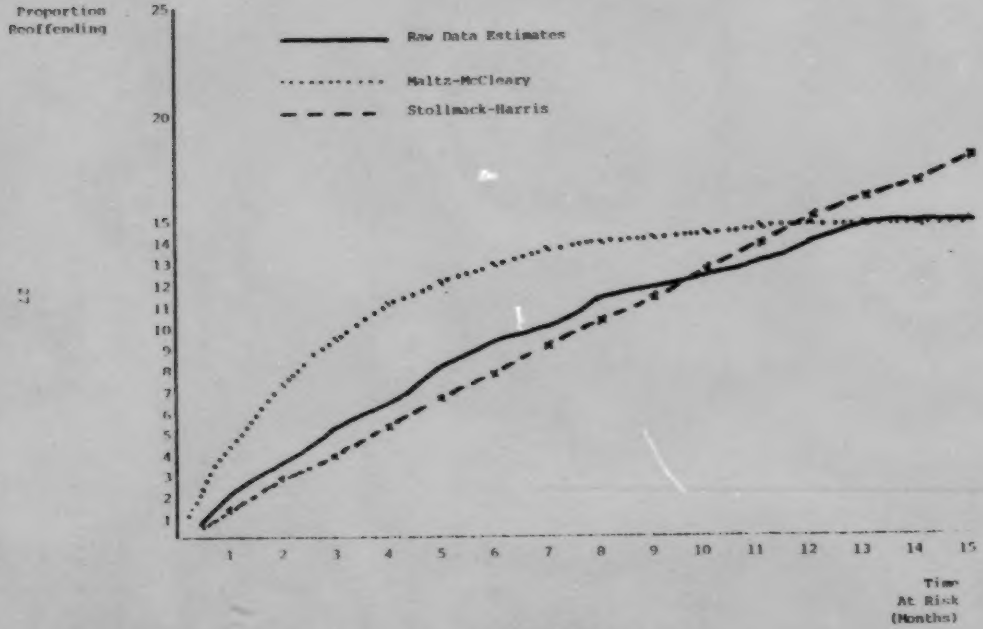
The third column of Table 3 shows the probability of reoffending (P_t) at each time lag beyond referral--utilizing the Maltz-McCleary model.

Comparing the Three Methods

The data in Figure 2 show the estimated probability of reoffending generated by each of the three techniques for measuring the reoffense rate of juveniles in the restitution initiative. The solid line in Figure 2 shows the estimated reoffense probability based on the cumulative proportions of the raw data from the initiative. It should be recalled that even though these figures are based on "raw data" they, too, are estimates of the likelihood that a juvenile would reoffend if his/her case remains in the initiative for one month, two months, and so on up to 15 months. The estimate is produced by cumulating the probabilities of reoffending in month one, month two, month three, and so forth.

The Maltz-McCleary model does not yield estimates close to the other two procedures. It is based on the average time to reoffense, for those who reoffend, and the proportion who actually have reoffended at

FIGURE 2. COMPARISON OF ESTIMATES FROM THE STOLLMACK-HARRIS MODEL, THE MALTZ-McCLEARY MODEL, AND THE CUMULATIVE PROPORTION APPROACH



the maximum follow-up period. From that data, the rather marked curvilinear pattern in Figure 2 is produced. It should be emphasized that values produced by the Maltz-McCleary method are not clearly interpreted as the probability that a juvenile will reoffend by time X. The Stollmack-Harris model yields estimates quite similar to the cumulative proportion approach. The key parameter in the Stollmack-Harris model is the "failure rate" (the parameter a) which is found by dividing the total number of offenses by the total amount of "person days" of risk time. The correlation (r) between the cumulative proportion reoffending and the Stollmack-Harris estimates is .98 (Y = 1.90 + .80X, with X being the Stollmack-Harris data and Y the cumulative proportion).

Implications

Perhaps the major implication of the foregoing discussion is that there is no clearly superior method for measuring "the" reoffense rate for juveniles in the restitution initiative.

The total group reoffense rate (i.e., the proportion of all referrals who reoffend during their time in the restitution projects disregarding time at risk) is of interest but the utility of this information is limited strictly to descriptive purposes. The total group reoffense rate of the restitution initiative cannot be compared to other initiatives; the rate for one project cannot be compared to that of another; the rate for one group cannot be compared with the rate for another group, unless time at risk is the same across the aggregations that are being compared. Furthermore, the calculation procedures that could be used at a time prior to when the bulk of the cases actually have closed contain potentially serious biases.

Two of the techniques for estimating the probability of reoffending, as a function of time, seem to have considerable promise for resolving analysis problems at both the individual level and the group level. The cumulative proportion reoffending at time lag zero through the maximum time at risk is a potentially useful way of describing the reoffense pattern for the initiative as a whole as well as for groups within the initiative. The cumulative proportion estimates make the fewest assumptions about the data and, in a sense, are closer to raw data than are any of the other techniques. The cumulative proportions approach does not assume a constant failure rate (as do Stollmack and Harris) and does not require equal tracking time for all cases (as do Maltz and McCleary). The key disadvantage of the cumulative proportion estimates is that the number of cases declines rapidly in the longer follow-up periods and, when subgroups within the initiative are to be compared with each other, the amount of usable data results in only six to eight months of time at risk.

The chief disadvantage of the Stollmack-Harris method is the assumption of a constant failure rate. A re-examination of column four, Table 1, shows that the monthly failure rate appears to be declining with longer follow-up periods. Yet, the reader should notice that there are almost 400 cases which are still open as of the twelfth (and later) months in the initiative. Undoubtedly, some of these youths will close with a reoffense thereby pushing the monthly rates up to a level similar to those observed in the earlier months.

This problem, plus the fact that there is no stable downward trend, means that a constant failure rate probably is a better assumption than is any other. If the failure rate is not assumed to be constant, then we have no good estimate of the pattern which it is following. Further buttressing the adequacy of assuming a constant failure rate is the marked similarity between the reoffense rate estimates from the cumulative proportion methodology (which does not assume a constant rate) and the Stollmack-Harris method (Figure 2). For these reasons, the analysis presented in subsequent sections will utilize the Stollmack-Harris methodology and, when appropriate, will compare the results of it with the cumulative proportion estimates.

PROJECTIONS OF IN-PROGRAM REOFFENSE RATES FOR THE JUVENILE RESTITUTION INITIATIVE

The estimates of the proportion of juveniles who will reoffend during the time they are participating in one of the restitution projects depends on two factors: the probability of reoffending if "at risk" for one month, two months, and so on; and, the probability of being "at risk" for one month, two months, and so on. As explained in the previous section, seemingly simple and straightforward ways of calculating the in-program reoffense rate are inaccurate because of the fact that not all of the cases have been closed. Of the cases that had closed by the end of April, 1980, 9.7 percent had reoffended, but this estimate is probably too high because reoffending is sufficient cause to justify early termination of a case. Thus, case closures (as of this date) will contain more reoffenses than one would expect to find after all the cases have reached a normal termination period.

Another way of estimating the reoffense rate is to divide the total number of offenses by the total number of referrals. This yields a reoffense rate of 5.5 percent--a figure that is too low because many of the cases have not had much follow-up time yet.

Because of these problems, an alternative technique for estimating the in-program reoffense rate will be used. It is based on a relatively simple calculation procedure: the number of cases expected to be at risk, in each time lag, is multiplied by the proportion of cases expected to reoffend in that time period. The sum of these represents the total number of referrals expected to reoffend while in the restitution program. Two estimates are needed to make the calculation: the proportion of cases expected to reoffend and the number of cases expected to be "at risk" in each time period beyond referral.

Data needed to estimate the number of cases at risk, for each time period beyond referral, is in Table 4. The first column shows the number of youths in the "entry cohort" for each of the different lag times beyond referral. For example, the group that was tracked for less than one month beyond referral contained 9,255 cases; the group tracked for one month beyond referral originally contained 8,726 cases; the group tracked for three months originally contained 7,546 cases; and so on. (These figures also are contained in Table 1 of Appendix A.)

The second column of Table 4 shows the number of cases still in the project after each lag time. And, the third column shows the proportion of the entry group that are still in the project at each lag beyond referral.

These data are graphed in Figure 3 (the solid line) and a curve has been fit to the data in order to smooth it and remove unnecessary error variance (the dotted line). (The model used is $Y = ae^{bt}$.) The final column in Table 4 shows the predicted proportion of cases still in the program at each time lag beyond referral.

The second estimate that is needed in order to project the reoffense rate is the proportion of cases expected to reoffend at each time lag beyond referral. Techniques of estimating the proportion reoffending were discussed extensively in the last section and two of these (the Stollmack-Harris method and the cumulative proportion method) can be used. It should be noted that both techniques generate a reoffense proportion per unit of time (the value of $\underline{a}$) as well as reoffense proportions for time zero to time $\underline{t}$ ($P_t = 1 - e^{-at}$). For the current exercise, it is the value of $\underline{a}$ that should be used, rather than the value of P_t.

TABLE 4. CASE CLOSURE RATES[1]

Months Since Referral	Number of Cases In Cohort At Entry	Number of Cases Still In Project At LAG t	Proportion of Cohort Still In Project At LAG t	Predicted Proportion Still In Project (P_c)
0	9,255	9,255	100	102
1	8,726	8,156	93.47	87
2	8,130	6,473	79.62	74
3	7,546	4,931	65.35	63
4	6,862	3,572	52.05	53
5	6,269	2,713	43.28	45
6	5,547	1,988	35.84	38
7	4,794	1,441	30.06	33
8	4,240	1,078	25.42	28
9	3,584	799	22.29	24
10	2,933	594	20.25	20
11	2,230	415	18.6	17
12	1,424	214	15.0	15
13	871	120	13.8	12
14	417	42	10.1	10.5
15	197	23		

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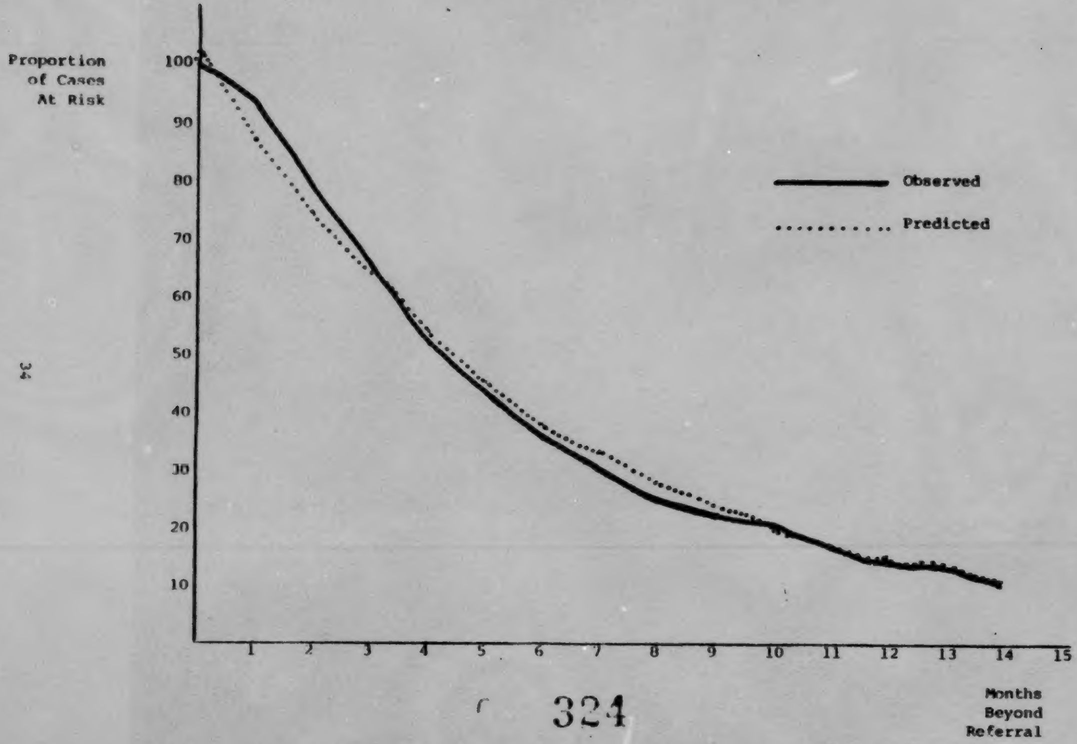
[1] The predicted proportion was found using the formula $P_c = ae^{bt}$. The values of the parameters are $\underline{a} = 101.79$, $\underline{b} = -.16$. The correlation with the observed proportion ($\underline{r}$) is .99.

FIGURE 3. PROPORTION OF CASES "AT RISK"[1]



Calculations needed to develop the reoffense estimates are shown in Table 5. The first column contains the expected number of cases at risk (P_c) in each time lag; the second column contains the Stollmack-Harris estimate of the proportion reoffending in each time lag ($P_m = .0136 \times P_c$); the third column shows the cumulative proportion estimates of offending ($P_m = .0118 \times P_c$); and the final two columns show the estimated number of youths expected to reoffend in each month. (See Appendix A for additional details on how the monthly reoffense rate for the cumulative proportion method was calculated.)

A summary of the in-program reoffense rate is in Table 6. The Stollmack-Harris model indicates that 780 of the original 9,255 referrals eventually will reoffend before their cases are closed by the programs. This is a reoffense rate estimate of 8.44 percent. The cumulative proportion method indicates that 820 of the original 9,255 youths will reoffend prior to case closure for a reoffense rate of 8.86 percent. And, as shown in the summary figures of Table 6, the expected average time at risk is 6.19 months and the median time at risk is expected to be 4.25 months.

Although the estimated in-program reoffense rate is of considerable interest, it is not advisable to compare the reoffense rate of the restitution initiative with similar data from other programs because the amount of time in the programs varies considerably. As discussed previously, programs in which the juveniles spend more time will tend to have higher in-program reoffense rates than programs in which the youth spend less time.

In order to compare the restitution initiative with other programs, it is necessary to estimate the rate of in-program reoffending for each

TABLE 5. ESTIMATED IN-PROGRAM REOFFENSE RATE[1]

Months Beyond Referral	Expected Proportion of Cases at Risk ($\hat{P}_c$)	Stollmack-Harris Predictions of Proportion Reoffending Per Month (P_m) ($(.0136\ P_c)^m$)	Cumulative Proportion Predictions of Reoffending Per Month (P_m) ($(.0118\ P_c)^m$)	Stollmack-Harris Estimates of Offenses ($9{,}255 \times P_m$)	Cumulative Proportion Estimates of Offenses ($9{,}255 \times P_m + 9{,}255 \times .0155$)
.	%				
					(143)
0	102	.014	.0120	(65)	(55)
1	87	.012	.0103	111	95.3
2	74	.010	.0087	92.5	80.5
3	63	.0086	.0074	79.6	68.5
4	53	.0072	.0063	66.6	58.3
5	45	.0061	.0053	56.5	49
6	38	.0052	.0045	48.1	41.6
7	33	.0045	.0039	41.6	36.1
8	28	.0038	.0033	35.2	30.5
9	24	.0033	.0028	30.5	25.9
10	20	.0027	.0024	25.0	22.2
11	17	.0023	.0020	21.3	18.5
12	15	.0020	.0018	18.5	16.6
13	12	.0016	.0014	14.8	12.9
14	10.5	.0014	.0012	12.9	11.1
15	9.2	.0012	.0011	11.1	10.2
16	7.9	.0011	.0009	10.2	8.3
17	6.7	.0009	.0008	8.3	7.4
18	5.7	.00077	.0007	7.2	6.5
19	4.9	.00066	.0006	5.5	5.5
20	4.1	.00056	.0005	5.2	4.6
21	3.5	.00047	.0004	4.3	3.7
22	3.0	.00041	.0004	3.8	3.7
23	2.6	.00035	.0003	3.2	2.8
24	2.2	.0003	.0003	2.8	2.8
Totals				780/9,255 = 8.44	820/9,255 = 8.86

---

[1] $\hat{P}_c$ refers to the predicted proportion of cases remaining open at each time point ($\hat{P}_c = 101.79\ e^{-.16t}$). The Stollmack-Harris predicted number of offenses is $\hat{P}_{ca}$ where $\underline{a}$ is the failure rate, per month, of .0136. The cumulative proportion predicted number is $\hat{P}_{cb} + a$ where $\underline{b}$ is the expected failure rate, per month, of .0118 and $\underline{a}$ is a constant of .0155 (see Appendix A).

TABLE 6. SUMMARY OF IN-PROGRAM REOFFENSE ESTIMATES AND TIME AT RISK ESTIMATES[1]

	Number of Referrals	Expected Number of Offenses	% Reoffending	Average Time at Risk	Median Time at Risk
Stollmack-Harris Expected In-Program Reoffenses	9,255	780	8.40	6.2 Months	4.25 Months
Cumulative Proportion Expected In-Program Reoffenses	9,255	820	8.86	6.2 Months	4.25 Months

of several different amounts of time at risk. By holding constant the amount of time spent in the programs, one can compare the reoffending rate of different projects or groups as if each spent the same amount of time in the programs.

The Stollmack-Harris reoffending rate of 1.36 percent per month was used to generate estimates of the probability of reoffending for time lags of one month, two months, three months, and so on up to 15 months. The results of this analysis (see Table 7) show that the expected reoffense rate is about four percent for programs in which the cases are open for three months; 7.8 percent if cases are open for six months; and slightly more than 15 percent if youths stay in the initiative for a year.

These figures are obtained with the formula $Y = 1-e^{-at}$ where a is the reoffense rate, per month, of .0136 and t is the number of months in the initiative. This formula is simply a calculation procedure that removes cases from the population when the case reoffends.

For example, the proportion who reoffend in the first month (1.36 percent) are removed from the population so that, in the second month, 98.6 percent of the cases are "at risk" and 1.36 percent of these (1.34 percent) are expected to reoffend. This, in turn, leaves 97.25 percent of the original cohort at risk for the third month. (Hand calculations will not exactly reproduce the results obtained from the formula because time, in the formula, is treated as a continuous variable.)

Although the figures in the first column of Table 7 are appropriate for some purposes, it also is useful to calculate the proportion expected to reoffend at different time lags as if reoffenders were not removed from the population when they reoffend (see the second column of Table 7). These figures are found by multiplying the monthly reoffense rate of

TABLE 7. IN-PROGRAM REOFFENSE RATE ESTIMATES FOR VARIABLE LENGTHS OF TIME IN THE INITIATIVE[1]

Number of Months From Referral to Closure	Estimated Proportion Reoffending (If Cases Close Due to Reoffending)	Estimated Proportion Reoffending (If Cases Do Not Close Due to Reoffending)
	%	%
<1	.68	.68
1	1.35	1.36
2	2.67	2.72
3	3.98	4.08
4	5.28	5.44
5	6.55	6.80
6	7.81	8.16
7	9.05	9.52
8	10.28	10.88
9	11.48	12.24
10	12.68	13.60
11	13.85	14.96
12	15.01	16.32
13	16.15	17.68
14	17.28	19.04
15	18.40	20.40

---

[1] Figures in the first column are found with the formula $Y = 1-e^{-at}$ where $\underline{a} = .0136$ and $\underline{t}$ is the number of months to closure. Figures in the second column are found with the formula $Y = at$ where $\underline{a} = .0136$ and $\underline{t}$ is the number of months to closure.

.0136 by the number of months "at risk."

Proper interpretation of these various reoffense rates is quite important. The overall, in-program reoffense rate for the restitution initiative is expected to be about eight or nine percent. This figure should not be used to compare the restitution projects with any other program, however, unless the other program has an average risk time equivalent to that of the restitution programs (about 6.2 months) and takes similar kinds of juvenile offenders.

If one wishes to compare the restitution reoffense rate with that of some other program (or with a project within the initiative), the data from Table 7 should be used and only if one is confident that the types of juveniles are relatively equivalent. To compare the initiative with another program which terminates cases as they reoffend, one would use the figures in the first column of Table 7. To compare with a program in which cases are not terminated when they reoffend, the figures in the second column should be used.

COMPARISON OF REOFFENSE RATES FOR SUBGROUPS IN THE JUVENILE RESTITUTION INITIATIVE

The primary purpose of this section is to compare the expected reoffense rates of various subgroups in order to describe the likelihood of reoffending for each group and to identify the characteristics of the high risk referrals. As has been stressed throughout this paper, the methodology will involve controls for differences in time at risk. Thus, group comparisons will be presented in terms of the estimated reoffense rates at one month beyond referral, two months, three months, and so on. Because average time at risk is about six months, the reoffense rate at six months will be used as an overall summary measure.

Characteristics of the subgroups included in the analysis are: number of prior offenses, seriousness of the offense that led to referral, age, race, gender, school status, family income, and degree of court control over the youth.

Before turning to these topics, however, it will be useful to present a descriptive profile of the types of reoffenses committed by the youths and the way in which these reoffenses compare with the entry offense.

Description of Reoffenses

The most common type of reoffense is burglary (see Table 8) followed by larceny. These two kinds of offenses are responsible for 45 percent of the total reoffenses. The victimless category, with 16.5 percent, is the third largest. Approximately one-third of the victimless offenses were probation violations (37) and the others are drug, alcohol, traffic, runaway, and other similar kinds of misbehavior. Less than 10 percent of the reoffenses are in the highly serious categories of assault

TABLE 8. TYPES OF REOFFENSES[1]

Type	Number of Reoffenses	Proportion of All Reoffenses
		%
Burglary	143	23.8
Larceny	129	21.5
Vandalism	20	3.3
Auto Theft	49	8.2
Assault	26	4.3
Robbery	22	3.7
Rape	3	0.5
Other Personal Offenses	14	2.3
Other Property Offenses	57	9.5
Other Minor Offenses	28	4.7
Victimless	99	16.5
Uncodable	10	1.7

---

[1] The number of offenses in this Table differs from the number in previous Tables because the file was updated before this computer run.

(4.3 percent), robbery (3.7 percent) and rape (.5 percent). Other personal offenses constituted 2.3 percent of the total and other property offenses comprised 9.5 percent of the total.

The reoffense data has been arranged in Table 9 so that some information can be obtained on whether reoffenders are committing offenses more or less serious than the offense of referral. Before turning to a discussion of Table 9, however, it should be pointed out that we do not obtain data on the amount of loss for reoffenses. The lack of information on value of loss severely limits the analysis of upward and downward movement in seriousness from referral to program closure. The data in Table 9, therefore, should be viewed mainly as a descriptive overview of reoffending patterns within broad referral categories rather than as a rigorous analysis of shifts in offense seriousness.

The data in Table 9 suggest that most reoffenders in the initiative have been returned to court with an offense roughly equal in seriousness or less serious than the referral offense. Ranking the offenses in order of declining seriousness (using Uniform Crime Report standards) 68.5 percent of the reoffenders had a reoffense roughly equal to or less serious than their referral offense. Most youths are more likely to recommit the same kind of offense than they are to commit any other particular type. For example, of the burglars who reoffended while in the programs, 32 percent committed another burglary compared with 19 percent who committed a larceny, two percent vandalism, and eight percent auto theft. Also, the burglars who reoffended were not very likely to commit serious personal crimes as only 8.2 percent of the reoffenses were in this category.

Persons who entered the programs on larceny convictions were more

TABLE 9. REOFFENSE BY REFERRAL OFFENSE

REFERRAL OFFENSE	Rape	Robbery	Assault	Burglary	Larceny	Auto Theft	Vandalism	Other Personal	Other Property	Other Minor	Victimless	Not Codable	Total Recidivists
	REOFFENSE												
Rape	1 50%	0	0	0	1 50%	0	0	0	0	0	0	0	2 100%
Robbery	1 3.4%	7 24.1%	1 3.4%	7 24.1%	3 10.3%	3 10.3%	1 3.4%	1 3.4%	3 10.3%	0	3 10.3%	0	29 100%
Assault	0	1 3.6%	5 17.9%	3 10.7%	4 14.3%	1 3.6%	2 7.1%	1 3.6%	3 10.7%	2 7.1%	6 21.4%	0	28 100%
Burglary	1 .5%	7 3.6%	8 4.1%	61 31.6%	37 19.2%	16 8.3%	4 2.1%	3 1.5%	19 9.8%	9 4.7%	25 13%	3 1.6%	193 100%
Larceny	0	3 2.1%	3 2.1%	31 21.7%	42 29.4%	9 6.3%	5 3.5%	5 3.5%	6 4.2%	8 5.6%	26 18.2%	5 3.5%	143 100%
Auto Theft	0	2 2.9%	1 1.5%	14 20.6%	10 14.7%	12 17.6%	2 2.9%	2 2.9%	7 10.3%	2 2.9%	9 13.2%	2 2.9%	68 100%
Vandalism	0	0	2 3.8%	11 20.8%	14 26.4%	4 7.5%	2 3.8%	1 1.9%	6 11.3%	4 7.5%	9 17%	0	53 100%
Other Personal Offenses	0	1 7.1%	1 7.1%	4 28.6%	4 28.6%	0	0	0	2 14.3%	0	2 14.3%	0	14 100%
Other Property Offenses	0	1 2.1%	3 6.3%	9 18.8%	7 14.6%	4 8.3%	2 4.2%	1 2.1%	11 22.9%	3 6.3%	7 14.6%	0	48 100%
Other Minor Offenses	0	0	1 16.7%	1 16.7%	1 16.7%	0	1 16.7%	0	0	0	2 33.3%	0	6 100%
Victimless	0	0	1 5%	2 10%	6 30%	0	1 5%	0	0	0	10 50%	0	20 100%
TOTALS	3 .5%	22 3.7%	26 4.3%	143 23.8%	129 21.5%	49 8.2%	20 3.3%	14 2.3%	57 9.5%	28 4.7%	99 16.5%	10 1.7%	600 100%

likely to recommit larcenies than any other offense: 29 percent compared with the next most common reoffense which was burglary, 21.7 percent.

The reoffense patterns of youths who enter the program with convictions on serious personal offenses (assault, robbery, rape) are similar: 25 percent of the reoffenses are for serious personal crimes.

Prior Offenses and Reoffending

Analysis of the in-program reoffending rates indicates that reoffenses are more common among juveniles who have had a more extensive criminal history than among first offenders.

Youths with no offenses prior to the one that resulted in the referral to the restitution program have an estimated monthly reoffense rate of one percent (see Table 10). The monthly reoffense rate increases as the number of prior offenses increases: juveniles with one prior have an expected monthly reoffense rate of 1.4 percent; with two priors it increases to 1.65 percent; and those with three or more prior offenses have an expected reoffense rate of 2.4 percent per month.

The monthly rates shown in Table 10 are based on the Stollmack-Harris calculations discussed previously. The total "months at risk" of all juveniles with no prior offenses, for example, is 18,259 months. This is divided into the number of offenses committed by youths with no priors (184) to produce the monthly rate of one percent.

A proper interpretation of the monthly rate is that this is the expected proportion of youths who will reoffend each month in the initiative. Thus, the proportion cumulates, over time. Using the Stollmack-Harris formula the proportion of youths expected to reoffend at any time between referral and six months of program experience is shown in Table 10. With no prior offenses, the estimated six-month reoffense rate is six percent

TABLE 10. REOFFENSE RATES, BY PRIOR OFFENSES[1]

N = 9,365	Number of Prior Offenses			
	No Priors	One Prior	Two Priors	Three or More Priors
Estimated Monthly Reoffense Rate	1.0%	1.4%	1.65%	2.4%
Estimated Proportion Reoffending Within 6 Mos.	6%	8%	9%	13%
No. of Referrals	4,356 (47%)	1,921 (21%)	1,089 (12%)	1,999 (21%)
No. of Offenses	184	119	78	217
No. of "Youth Months" of Risk Time	18,259	8,333	4,741	9,033

---

[1] The monthly reoffense rate estimate is calculated as k/N_t where $\underline{k}$ is the number of offenses and N_t is the number of "youth months" of risk time for all referrals. The proportion reoffending within six months is calculated as $Y = 1 - e^{-at}$ where $\underline{a}$ is the monthly reoffense rate described above and $\underline{t}$ is set at six months. (This is the Stollmack-Harris estimation procedure.) Differences shown here are significant at the .001 level.

but climbs to eight percent and 13 percent for juveniles with three or more priors.

The expected reoffense rate for one through 12 months is shown in Figure 4. The reader can determine the reoffense rate for any amount of time in the initiative--up to 12 months--from Figure 4. Consider, for example, the juveniles who remain in the initiative one full year: the proportion expected to reoffend is slightly more than 11 percent for those with no prior offenses; 16 percent for youths with one prior offense; 18 percent for those with two priors; and 25 percent for juveniles with three or more priors.

The small number of cases with three, four, five, and six prior offenses precluded full analysis of these categories separately from one another at this time. However, preliminary examination of these data do not reveal substantial differences in the reoffense rates as the number of priors increases beyond three (see Table 11). The expected six-month reoffense rate is 13 percent for juveniles with three or four priors; 15 percent for those with five priors; and 14 percent for juveniles with six or more prior offenses.

Seriousness of the Referral Offense

Although youths with a higher number of prior offenses are more likely to reoffend, the data do not show that youths who committed more serious offenses constitute a greater risk of reoffending than do youths with less serious offenses. Reoffense rate estimates for juveniles in each of several "seriousness" categories are shown in Table 12. The expected six-month reoffense rates range from a low of 4.3 percent (for minor offenses that cannot be classified either as property or as personal) to a high of 12.4 percent (for minor personal offenses).

FIGURE 4. EXPECTED REOFFENSE RATES, BY PRIORS, FOR ONE THROUGH TWELVE MONTHS OF "RISK TIME"

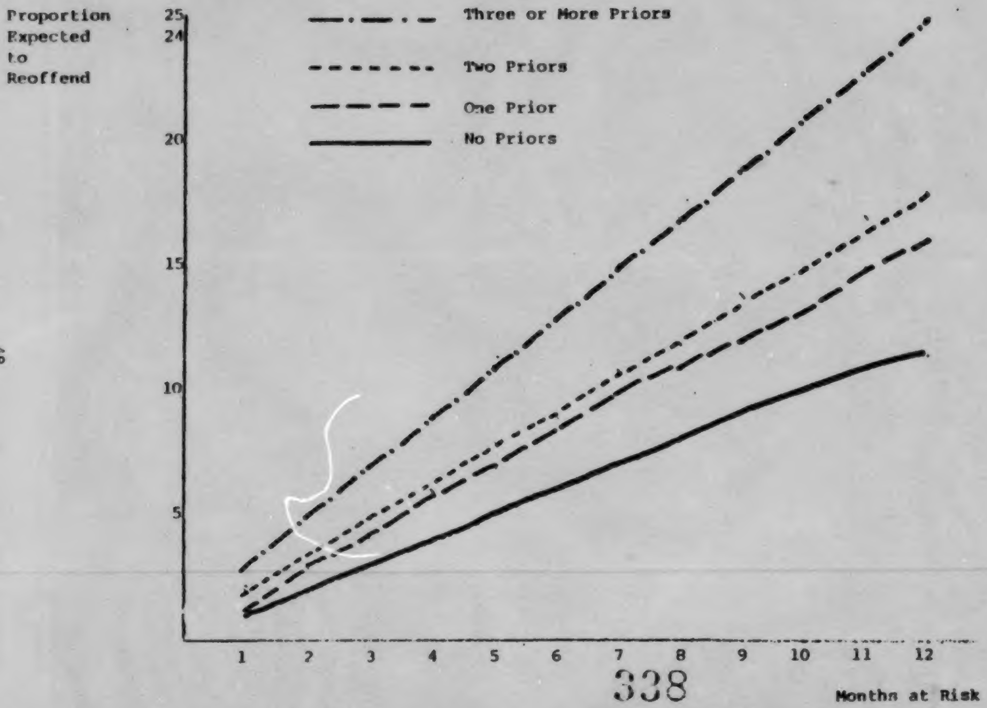


TABLE 11. DETAILED BREAKDOWN OF THREE OR MORE PRIOR OFFENSES[1]

	Number of Prior Offenses			
	Three	Four	Five	Six or More
Estimated Monthly Reoffense Rate	2.3%	2.3%	2.6%	2.5%
Estimated Proportion Reoffending Within 6 Mos.	13%	13%	15%	14%
No. of Referrals	698	411	282	608
No. of Offenses	72	43	34	68
No. of "Youth Months" of Risk Time	3,111	1,898	1,287	2,732

---

[1] The monthly reoffense rate estimate is calculated as k/N_t where k is the number of offenses and N_t is the number of "youth months" of risk time for all referrals. The proportion reoffending within six months is calculated as $Y = 1 - e^{-at}$ where a is the monthly reoffense rate described above and t is set at six months. (This is the Stollmack-Harris estimation procedure.)

TABLE 12. REOFFENSE RATES, BY SERIOUSNESS OF REFERRAL OFFENSE[1]

	Minor Offenses				Moderate Property	Serious Property	Serious Personal	Very Serious Offenses	
	Victimless	General	Property	Personal				Property	Personal
Estimated Monthly Reoffense Rate (%)	1.7	0.7	1.6	2.2	1.6	1.4	1.6	1.3	1.3
Estimated Proportion Reoffending Within 6 Months (%)	9.6	4.3	8.9	12.4	9.3	8.1	9.0	7.6	7.6
No. of Referrals	263	154	1,131	210	2,657	2,771	368	1,656	323
No. of Offenses	19	5	67	19	175	175	26	109	19
No. of "Youth Months" of Risk Time	1,126	681	4,304	862	10,738	12,381	1,655	8,256	1,426

[1] The monthly reoffense rate estimate is calculated as k/N_t where k is the number of offenses and N_t is the number of "youth months" of risk time for all referrals. The proportion reoffending within six months is calculated as $Y=1-e^{-at}$ where a is the monthly reoffense rate described above and t is set at six months. (This is the Stollmack-Harris estimation procedure.) Definitions for the seriousness categories are given below:

(a) Victimless: Includes traffic accidents or tickets, status offenses, drugs, alcohol, gambling, prostitution, and probation violations.
(b) Minor General: Minor offenses not easily classified as property or personal, such as disorderly conduct.
(c) Minor Property: Any property offense with loss/damage of $10 or less except burglary and arson.
(d) Minor Personal: Resisting or obstructing an officer, coercion, hazing, other similar UCR Part II offenses.
(e) Moderate Property: Burglaries and arsons with loss/damage of $10 or less and any other type of property offense with loss/damage of $11 to $250.
(f) Serious Property: Burglaries and arsons with loss/damage of $11 to $250 and any other property offense will loss/damage greater than $250.
(g) Very Serious Property: Burglaries and arsons with loss/damage of $250 or more.
(h) Serious Personal: Unarmed robberies and nonaggravated assaults with loss of $250 or less.
(i) Very Serious Personal: Unarmed robberies and nonaggravated assaults with losses exceeding $250 and all UCR Part I personal crimes including rape, armed robbery, aggravated assault.

Juveniles who committed offenses classified as very serious property and very serious personal have an expected rate of 1.3 reoffenses per month and an expected six-month rate of 7.6 percent. Persons committing serious property or serious personal offenses have expected six-month reoffending rates of 8.1 and 9.0 percent, respectively. These rates are not substantially different than those for youths committing minor or moderate property offenses (8.9 and 9.3 percent, respectively).

Figure 5 contains a graph of the reoffense rates for youths whose referral offense was a serious or very serious personal offense. (The seriousness scale currently being used in this and other analyses does not include a category of "moderately" serious personal crimes.) Although the results in Figure 5 should be viewed as preliminary rather than final, the current indication is that reoffense rates are somewhat lower for juveniles who committed the more serious personal offenses.

A similar pattern, though not as marked, was found for property offenses (see Figure 6). The probability of reoffending is slightly greater for juveniles who committed minor or moderate property offenses than it is for those who committed serious and very serious property offenses.

Background Characteristics

A summary of the estimated reoffense rates by sex, race, school status, age, and income is presented in Table 13. More detailed information is contained in Table 14 and in Figures 7 through 9.

Even though there are some differences in the proportion expected to reoffend across the various categories shown in Table 13, the major conclusion from the preliminary analysis is that these types of background characteristics are not related to the probability of committing

FIGURE 5. REOFFENSE RATES FOR PERSONAL CRIMES

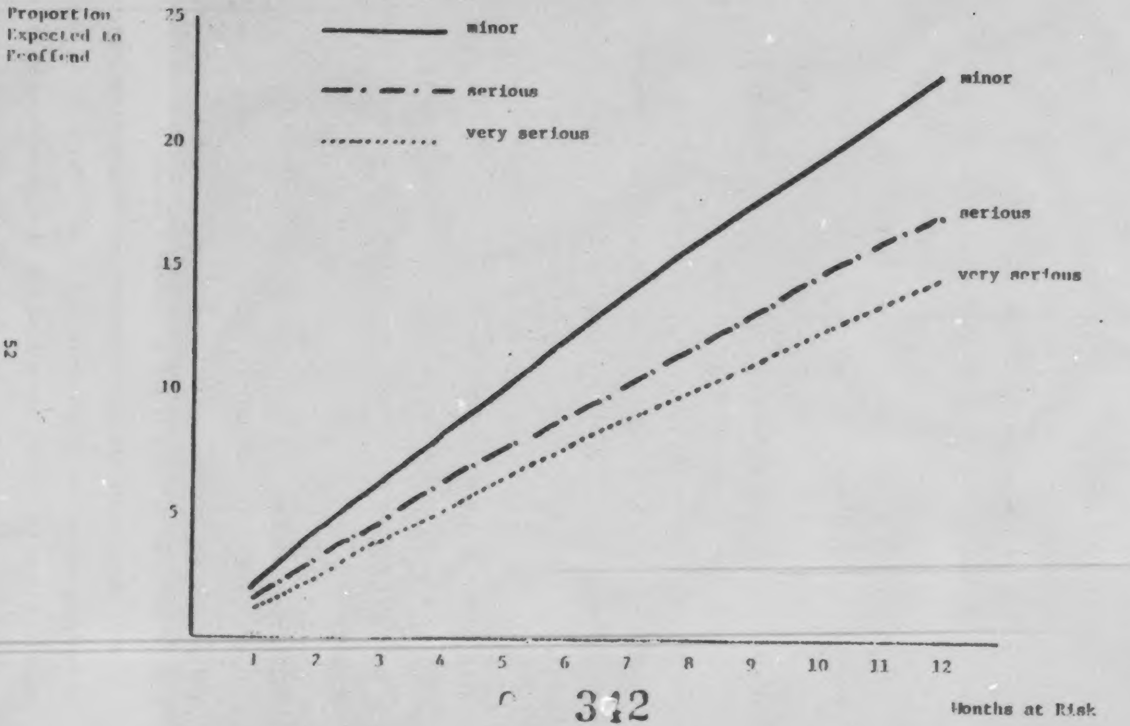


FIGURE 6. REOFFENSE RATES FOR PROPERTY CRIMES

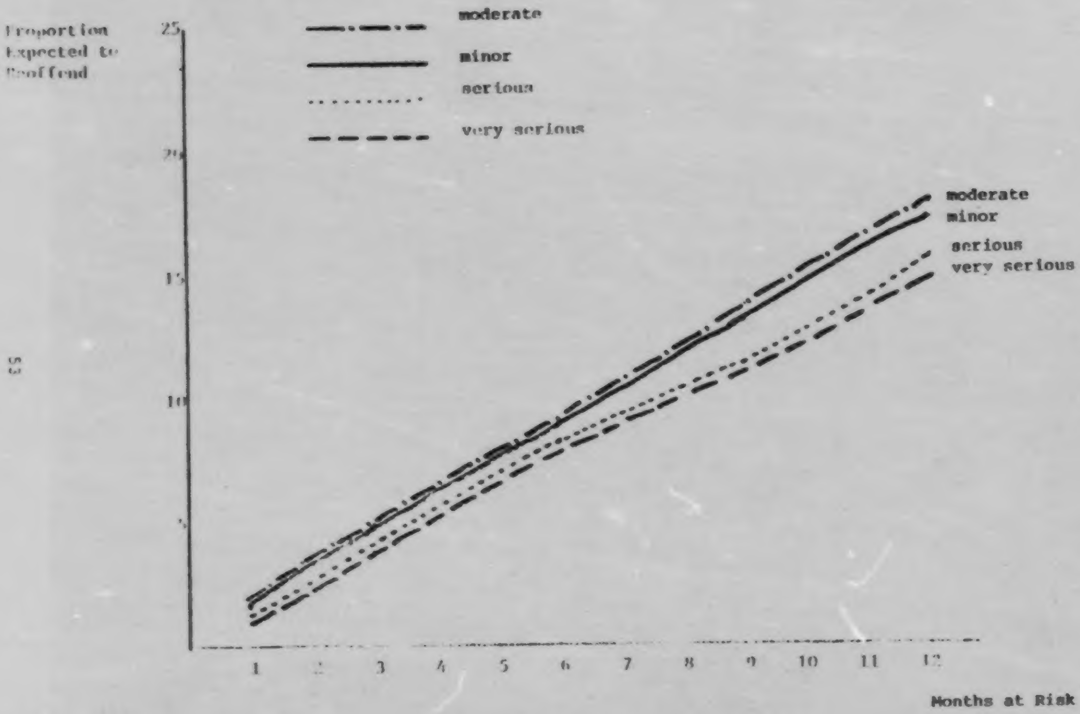


TABLE 13. SUMMARY OF REOFFENSE RATES, BY BACKGROUND CHARACTERISTICS, CONTROLLING TIME AT RISK[1]

	Months at Risk				
	One	Three	Six	Nine	Twelve
	% Reoffending	% Reoffending	% Reoffending	% Reoffending	% Reoffending
Sex					
Male	1.41	4.15	8.14	11.95	15.61
Female	1.26	3.72	7.28	10.72	14.03
Race					
White	1.36	4.0	7.84	11.52	15.06
Non-White	1.51	4.43	8.66	12.71	16.57
School Status					
Full-Time	1.29	3.80	7.45	10.96	14.34
Not in School	1.57	4.6	8.99	13.18	17.17
Age					
14 and Younger	1.35	3.97	7.78	11.44	14.96
15	1.53	4.48	8.76	12.85	16.76
16	1.39	4.07	7.98	11.70	15.30
17 or More	1.35	3.97	7.78	11.44	14.96
Income					
Less than $6,000	1.50	4.40	8.61	12.63	16.47
$6,000-$9,000	1.73	5.06	9.86	14.40	18.75
$10,000-$13,999	1.34	3.94	7.73	11.36	14.85
$14,000-$19,999	1.41	4.14	8.11	11.92	15.57
$20,000 and More	1.17	3.45	6.78	9.99	13.10

---

[1] The proportion reoffending at each time lag is calculated with the formula $Y = 1-e^{-at}$ where a is the reoffense rate (.0136) and t is the months at risk. The difference in reoffending for school status is statistically significant ($p = .04$). None of the other differences are significant at the .05 level.

subsequent offenses.

The monthly reoffense rates of males and females are quite similar (1.4 percent to 1.3 percent), and, by six months, there is less than one percent difference in the expected reoffense rate (8.14 percent for males and 7.28 percent for females). Figure 7 shows the expected proportion reoffending for males and females at each time point beyond referral. As mentioned previously, this is interpreted to show the proportion reoffending _if_ the case remains open for that length of time. Additional information on males and females is in Table 14.

White and non-white youths do not differ substantially in the probability of reoffending (see Tables 13 and 14 and Figure 8). Non-white youths have a slightly higher monthly reoffense rate (1.5 to 1.4 percent), but by six months there is still less than one percent difference in the proportion expected to reoffend (8.66 percent to 7.84 percent), and at the end of one full year there is a difference of about 1.5 percent between the two groups.

Whether the juvenile is in school or not has some bearing on the likelihood of reoffending but, as with the other social and demographic indicators, the differences are not sizable. At six months, the expected reoffense rate is about 7.5 percent for youths regularly enrolled in school and about 9 percent for those who are not in school. (Additional information on school status is in Table 14 and Figure 9.)

Slight differences in reoffending are observed for youths of different ages with the 15-year-olds having the highest probability of committing subsequent offenses: a 1.5 percent per month rate which produces an expected 8.76 percent reoffense rate by six months (see Table 13). The youngest (14 and under) and oldest (17 or more) youths are equally likely

FIGURE 7. REOFFENSE RATES FOR MALES AND FEMALES

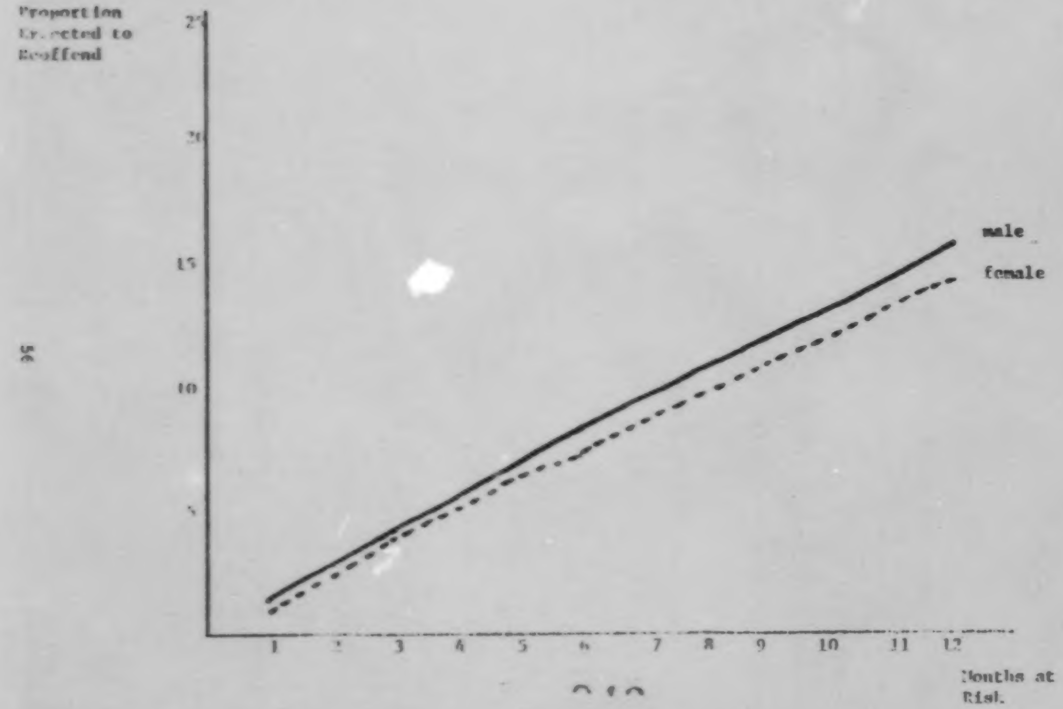


TABLE 14. DETAILED INFORMATION ON BACKGROUND CHARACTERISTICS AND REOFFENDING[1]

Characteristic	Estimated Monthly Reoffense Rate	Estimated Proportion Reoffending Within Six Months	Number of Referrals	Number of Offenses	Number of "Youth Months" of Risk Time
	%	%			
SEX					
Male	1.41	8.1	8,562	524	37,050
Female	1.26	7.3	1,005	54	4,299
RACE					
White	1.4	7.8	6,794	393	11,640
Nonwhite	1.5	8.7	2,611	176	28,905
SCHOOL ATTENDANCE					
In School	1.3	7.5	6,903	384	29,781
Not In School	1.6	9.0	1,829	127	8,066
AGE					
14 and Younger	1.35	7.8	1,781	106	7,850
15	1.50	8.8	1,843	125	8,177
16	1.40	8.0	2,383	144	10,388
17 and Older	1.35	7.8	3,524	199	14,744

---

[1] The monthly reoffense rate estimate is calculated as k/Nt where k is the number of offenses and Nt is the number of "youth months" of risk time for all referrals. The proportion reoffending within six months is calculated as $Y=1-e^{-at}$ where a is the monthly reoffense rate described above and t is set at six months. (This is the Stollmack-Harris estimation procedure.)

FIGURE 8. REOFFENSE RATES FOR WHITES AND NON WHITES

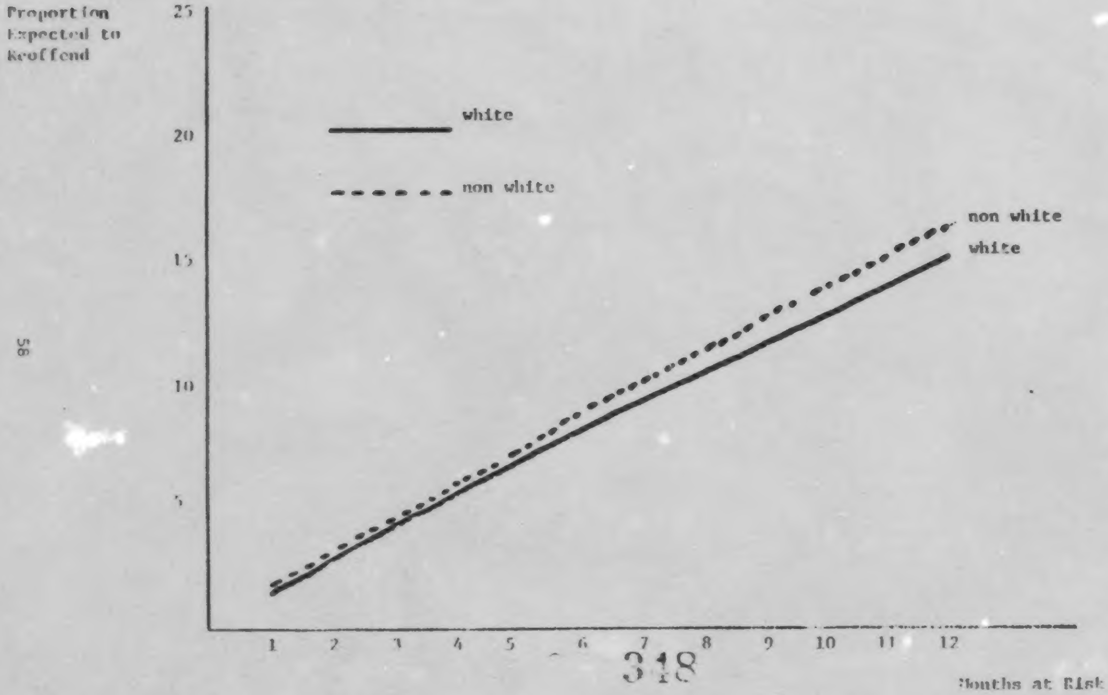
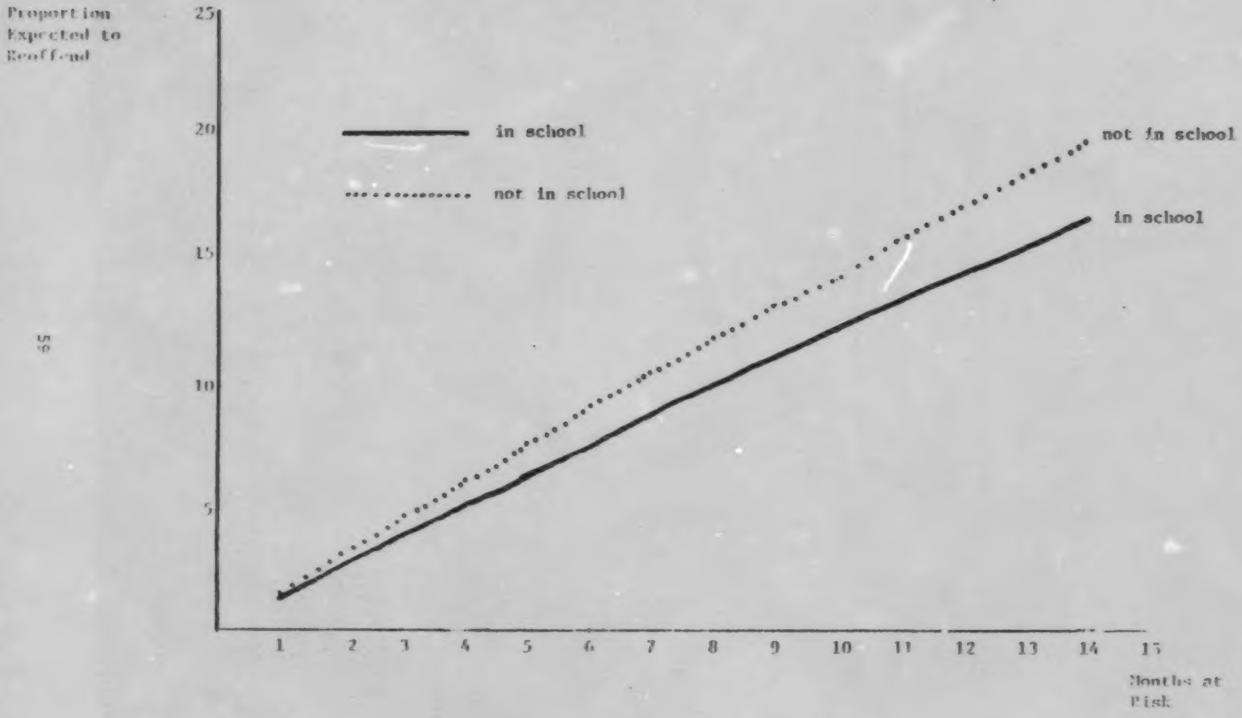


FIGURE 9. REOFFENSE RATES FOR YOUTHS IN SCHOOL AND NOT IN SCHOOL



to reoffend. The monthly rate for these two groups is 1.35 percent, which translates into a 7.78 percent rate if the cases are open for six months.

The evidence concerning the relationship between income and the probability of reoffending is not easily interpreted at this time. As shown in Table 13, juveniles from families with lower incomes are somewhat more likely to reoffend than are those from families with higher incomes, but the relationship is not consistent nor linear across the income categories. The highest reoffense rate is for juveniles from families in the $6,000 to $9,999 category (1.73 percent per month; 9.86 percent within six months), and the lowest rate is for youths from families making $20,000 or more per year (1.17 per month and 6.78 within six months). Even between these two groups, the estimated difference at six months of three percent is not great enough to be of much relevance in terms of program policies. Additional information about income and reoffending is in Table 15.

Reoffending and Court Control

Juvenile courts that are participating in the OJJDP restitution initiative use several different kinds of court actions in addition to requiring that restitution be made to victims. A few courts permit juveniles to participate in the restitution program without any other sanction or requirements, although most of the jurisdictions place the youths on probation. Many courts use suspended commitment (along with probation and restitution) as the disposition for juveniles referred to the projects.

Reoffending rates of juveniles for whom restitution was the sole sanction imposed by the court (see Table 16) was 5.7 percent at the six-

TABLE 15. REOFFENDING RATES, BY INCOME[1]

	Less than $6,000	$6,000 to $9,999	$10,000 to $14,999	$15,000 to $19,999	$20,000 and More
Estimated Monthly Reoffense Rate	1.5%	1.7%	1.3%	1.4%	1.2%
Estimated Proportion Reoffending Within 6 Months	8.6%	9.9%	7.7%	8.1%	6.8%
No. of Referrals	1,129	1,045	1,163	974	1,259
No. of Offenses	81	82	68	59	61
No. of "Youth Months" of Risk Time	5,410	4,748	5,073	4,191	5,209

---

[1] The monthly reoffense rate estimate is calculated as k/N_t where k is the number of offenses and N_t is the number of "youth months" of risk time for all referrals. The proportion reoffending within six months is calculated as $Y = 1 - e^{-at}$ where a is the monthly reoffense rate described above and t is set at six months. (This is the Stollmack-Harris estimation procedure.)

TABLE 16. REOFFENDING RATES BY DEGREE OF COURT CONTROL[1]

	Sole Sanction Restitution	Probation and Restitution	Suspended Commitment and Restitution
Estimated Monthly Reoffense Rate	0.98%	1.42%	2.32%
Estimated Proportion Reoffending Within 6 Months	5.7%	8.15%	13.2%
No. of Referrals	1,228	6,735	434
No. of Offenses	44	429	44
No. of "Youth Months" of Risk Time	4,507	30,285	1,893

---

[1] The monthly reoffense rate estimate is calculated as k/N_t where k is the number of offenses and N_t is the number of "youth months" of risk time for all referrals. The proportion reoffending within six months is calculated as $Y = 1 - e^{-at}$ where a is the monthly reoffense rate described above and t is set at six months. (This is the Stollmack-Harris estimation procedure.) Differences shown here are significant beyond the .01 level.

month time point, whereas the six-month reoffending rate for youths who were required to make restitution and also were on probation was 8.15 percent. Youngsters who were on probation and whose disposition included a suspended commitment (usually indicating intensive probation) reoffended at an even higher rate: 13.2 percent for a six-month time period.

These results could be interpreted in several ways. One interpretation is that juveniles are less likely to reoffend if the court holds them "accountable" for their offense but imposes no other sanctions, conditions, or requirements. A second interpretation is that juvenile court judges and probation officers are able to determine which youths are a "good risk" and which ones are more likely to reoffend. The sentencing recommendations reflect these a priori judgments in such a way that the "good risks" are given restitution as a sole sanction, the "moderate" risks are placed on probation (and required to make restitution), whereas the "poor risks" are required to make restitution, placed on probation, and carry an explicit threat of commitment throughout their time in the program. If this explanation is correct, then the relationship between reoffending and the degree of court control is due to selection criteria. And, the implication that a greater degree of court control increases reoffending would not be valid.

Still a third possible explanation is that restitution projects do not become aware of subsequent offenses for "sole sanction" youths to the same extent that they become aware of subsequent offenses for youths who are on probation or suspended commitments. If so, then the degree of "undercount" in reoffending would be more extensive for the sole sanction group, thereby producing the results shown in Table 16.

Of particular concern is the possibility that youths who are more likely to reoffend tend to be placed on suspended commitment, whereas those less likely to reoffend are given "sole sanction" restitution. Preliminary examination of the data does not support this interpretation for the higher reoffense rates of the suspended commitment and probation groups in comparison with the sole sanction group.

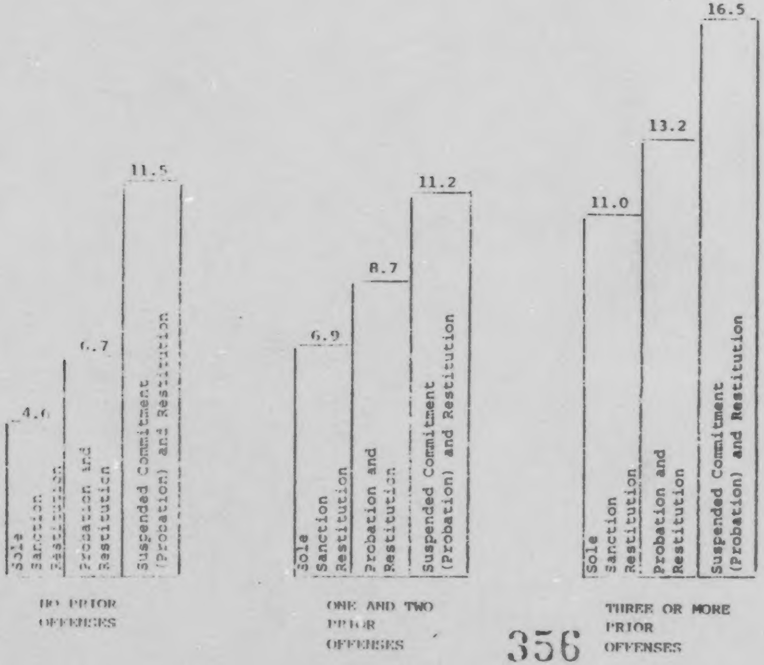
Considering only the youths who have no prior offenses, those given sole sanction restitution orders reoffend at a six-month rate of 4.6 percent, whereas those on probation reoffend at a rate of 6.7 percent, and the ones with suspended commitment (and probation and restitution) reoffend at a rate of 11.5 percent within six months. This information is shown in Table 17 and Figure 10. The same pattern holds for youths with one and two priors: reoffense rates are lowest for the group with the least amount of court control and highest for the group with the greatest amount of official control. Juveniles with three or more priors show exactly the same pattern except that the overall rate of reoffending is higher. Still, as shown in Table 17 and Figure 10, the sole sanction group reoffends at a six-month rate of 11 percent compared with 13 percent and 16.5 percent for the other two groups.

These results concerning the potential negative impact of court control over youths in the restitution program should be viewed with considerable caution and skepticism at this time due to the possibility that differences in selection factors have not been completely controlled and the possibility that data collection problems differ among the three groups. Further analysis and investigation pertaining to the effect of court control on in-program reoffending will be undertaken in subsequent reports.

TABLE 17. REOFFENSE RATES BY DEGREE OF COURT CONTROL, CONTROLLING FOR PRIOR OFFENSES

	Sole Sanction Restitution	Probation and Restitution	Suspended Commitment and Restitution
	% Reoffending	% Reoffending	% Reoffending
No Prior Offenses			
Monthly Rate	0.79	1.16	2.04
6-Month Rate	4.62	6.72	11.52
12-Month Rate	9.39	12.99	21.72
No. of Cases	(662)	(2,802)	(126)
One Prior Offense			
Monthly Rate	1.35	1.44	1.45
6-Month Rate	7.78	8.29	8.31
12-Month Rate	14.95	15.89	15.93
No. of Cases	(214)	(1,420)	(94)
Two Prior Offenses			
Monthly Rate	0.0	1.65	2.84
6-Month Rate	0.0	9.42	15.65
12-Month Rate	0.0	17.95	28.85
No. of Cases	(108)	(829)	(63)
Three or More			
Monthly Rate	1.95	2.37	3.01
6-Month Rate	11.04	13.24	16.52
12-Month Rate	20.87	24.37	30.32
No. of Cases	(196)	(1,451)	(154)

FIGURE 10. REOFFENSE RATES BY DEGREE OF COURT CONTROL, HOLDING PRIOR OFFENSES CONSTANT



SUMMARY AND IMPLICATIONS

The primary purposes of this paper were to estimate the proportion of offenders who will commit subsequent offenses during the time they are under the jurisdiction of the restitution projects and to examine the reoffending rates of various subgroups within the population. Although results from studies of in-program reoffending should not be used, alone, to assess the effectiveness of restitution programs, this analysis can be used as an early indication of whether the rate of reoffending is acceptably low. Additionally, the information on reoffense rates for different subgroups of juveniles under different program conditions should be used as a diagnostic tool by project directors.

Two methodologies were used to measure the rate of in-program reoffending. One of these, commonly called the Stollmack-Harris method, produced an estimate of 8.4 percent whereas the other (a cumulative proportion method) indicates that 8.5 percent of the youths will reoffend during the time they are under the jurisdiction of the program. Unfortunately, most evaluations of delinquency programs do not examine nor report the rate of in-program reoffending in such a manner that comparisons could be made with the estimates from the restitution initiative. It seems reasonable, however, to say that the reoffense rate is acceptably low, given the overall level of offender/offense seriousness and the fact that juveniles are in the programs for an average of six months.

Two of the eligibility screening criteria commonly used in delinquency programs--number of prior offenses and seriousness of the immediate offense--were examined to determine whether there are any differences in the rate of reoffending for serious and less serious offenders. The results show that the likelihood of reoffending increases with the number of prior offenses. The proportion expected to reoffend within six months of referral is six percent for first offenders, eight percent for youths with one prior, nine percent for those with two priors, and 13 percent for juveniles with three or more prior delinquency offenses. The rate of reoffending, however, does not seem to increase with increased seriousness of the immediate offense: those convicted of the serious personal offenses of assault, rape, and robbery were slightly less likely to reoffend than were juveniles convicted of less serious personal or property offenses. Likewise, juveniles convicted of very serious property offenses (burglaries or arsons with losses of $250 or more) were somewhat less likely to reoffend than were juveniles convicted of less serious property offenses.

One clear implication of these findings is that the seriousness of the immediate offense should not be used as an automatic criterion for determining youths to be ineligible for restitution programs. The risk of reoffending does not increase with the seriousness of the offense.

The implication of these results for use of prior offenses as a screening device is somewhat less clear. Although youths with a longer history of delinquency are higher risk referrals in terms of reoffending, the risk is not terribly great. In the final analysis, of course, the level of risk that is acceptable depends on the tolerance for delinquency within the project, court, and community. Nevertheless, a reoffense rate of 13 percent, in six months, for youths with three and more prior offenses, probably is acceptable in many--perhaps most--communities.

It is generally acknowledged that certain kinds of "social variables"--such as race, income, school attendance, and so on--should not influence dispositional decisions in juvenile courts. CJJDP is on record as being opposed to the use of these kinds of factors in determining eligibility for restitution programs.

It is the case, however, that characteristics of juvenile offenders may be associated with differing levels of risk and, if so, projects should be aware of which youngsters constitute high-risk and low-risk referrals. This information permits a more appropriate allocation of resources within the project.

The analysis of sex, race, and age revealed only minor differences in the rate of reoffending and no differences substantial or consistent enough to warrant concern in terms of program operation.

Reoffending rates were somewhat higher for youths in the lower income categories (eight to ten percent in six months) compared with the higher income groups (seven to eight percent reoffending in six months). These results were not very consistent, however, across income groups and the differences are not especially great. Still, this is an area that might be of concern to project directors and is a subject for additional investigation in the evaluation.

School attendance also shows some association with reoffending: nine percent of the youths who are not in school reoffend within six months compared with 7.5 percent of those who are in school.

The juvenile court dispositions that accompany restitution vary considerably across the 85 project sites. Some juvenile offenders are given restitution as a sole sanction; for others it is a condition of their probation; and some youths are on suspended commitments (usually implying intensive probation) during the time they are completing their restitution requirements. Comparisons of these three groups of offenders revealed that those who were under the least amount of court control (i.e., sole sanction restitution) had the lowest rate of reoffending whereas those under the highest degree of court control (suspended commitment) had the highest rate of reoffending. The differences among the three groups were substantial: sole sanction restitution youths reoffend at a rate of 5.7 percent in six months; probation restitution youths reoffend at a rate of 8.1 percent; and those with restitution and suspended commitments reoffend at a rate of 13.2 percent in six months.

Obviously, these relationships could be due to the fact that youths with suspended commitments tend to be more serious offenders than those who are on sole-sanction restitution. To examine this possibility, the relationship between degree of court control and reoffending within each category of prior offenses was ascertained. The results show that the greater the court control, the greater the likelihood of reoffending for first offenders, for those with one prior offense, two priors, and so on. In short, the preliminary analysis indicates that the relationship between higher court control and increased reoffending is not a spurious relationship attributable to differences in the number of prior offenses. Considerably more analysis is needed (and will be undertaken in subsequent parts of the evaluation) because of the enormous implications of this finding should it be confirmed.

FOOTNOTES

1. More information about the initiative can be found in the report, "Implementation and Policy Issues in the National Juvenile Restitution Initiative: A Six Month Evaluation Report." This report is available from the Institute of Policy Analysis. Additional information can be found in the initiative guidelines, "Restitution by Juvenile Offenders . . ." That document can be obtained from OJJDP.

2. Names, location of projects, and other information about each can be found in the six month report (see Footnote 1). Additional and regular information is contained in the Monthly Evaluation Reports and the Project Data Reports. These are prepared by IPA and available from us.

3. See the initiative guidelines, "Restitution by Juvenile Offenders . . ."

4. This report reflects only one part of the multi-purpose national restitution evaluation. Experimental designs in six restitution sites will provide comprehensive information on restitution--in comparison with nonrestitution alternatives--vis a vis performance measures such as self report offenses, juvenile attitudes, victim attitudes, and 12 to 18 months of follow-up on recontact with authorities after release from the program.

5. Commentary on the appropriate length of follow-up can be found in Waldo and Griswold, Kontrowitz, Maltz and McCleary, and Stollmack and Harris.

6. The Management Information System (MIS) was established by IPA in each project as part of the national evaluation. Projects complete an intake form and closure form on each referral. These are sent to IPA for editing and computer analysis.

7. See Baer and Cowden.

8. The major methodological problem is in combining frequency *and* seriousness of offenses into a single dependent variable for analysis. Analysis of reoffenders, alone, in terms of the predictors of the most serious offenses can be quite misleading since *non*offenders would have to be excluded from the study.

9. See Miller.

10. See Empey and Erickson, pp. 73-93 and Murray and Cox, pp. 159-160.

11. Individual-level scoring systems which adjust for differences in time at risk can be developed but, due to the complexities of the analysis, this will be done for a later report.

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APPENDIX A

ADDITIONAL METHODOLOGICAL NOTES

Referral Data

Information on referrals is shown in Table 1. The columns contain the number of youths referred in each month, beginning with January, 1979 (designated as 7901 in the Table) and extending through April, 1980 (coded as 8004 in the Table). The rows show the number of youths whose cases were open in the referral month (month 0) and those that were still open in each succeeding month beyond referral. For example, there were 197 juveniles referred to restitution projects in January, 1979; 220 were referred in February, 1979; 454 were referred in March, and so on. For the entire time period covered in this analysis, 9,255 juveniles had been referred. Of the 197 juveniles referred in January, 177 cases were still open one month beyond referral; of the cases referred in February, 209 were still open one month later; 420 of the March referrals were still open one month later, and so on. Of all the referrals for whom at least one month of follow-up time had occurred, 8,156 were still open one month later. The drop-off in cases as one progresses from the first month beyond referral to the second, third, and so on is due to cases being closed (either successfully or unsuccessfully). Blank areas in Table 1 indicate time periods which have not yet occurred and, therefore, there is no information on the number of cases still open for a particular referral month.

The number of offenses committed by the youths in each referral month is shown in Table 2. (The offenses include all delinquent and status infractions brought to the attention of the juvenile court that became known to restitution program personnel.) The information in Table 2 follows the same format as that in Table 1. For example, consider the youths referred in January, 1979. One of these youths reoffended

TABLE 1. NUMBER OF CASES REMAINING OPEN FOR 1 TO 15 MONTHS BEYOND REFERRAL[1]

Months Beyond Referral	Referral Month																Total Cases Tracked
	7901	7902	7903	7904	7905	7906	7907	7908	7909	7910	7911	7912	8001	8002	8003	8004	
0	197	220	454	553	806	703	651	656	554	753	722	593	684	584	596	529	9,255
1	177	209	420	509	761	662	621	582	524	721	680	557	641	552	540		8,156
2	144	179	365	425	637	544	477	504	443	623	611	489	559	473			6,473
3	120	147	292	339	497	418	405	428	378	515	513	400	479				4,931
4	104	127	214	261	364	328	313	353	320	419	432	337					3,572
5	92	101	178	221	316	269	263	281	271	355	366						2,713
6	75	84	150	193	274	230	209	234	234	305							1,988
7	66	72	129	144	245	196	181	203	205								1,441
8	55	64	100	128	210	171	161	181									1,070
9	53	53	102	108	191	149	143										799
10	51	40	90	98	174	141											594
11	48	36	78	90	163												415
12	41	20	69	84													214
13	36	18	66														120
14	24	18															42
15	23																23

---

[1] Numbers in the cells show how many of the cases referred in each month (see column headings) were open for less than one month (month 0), one month, two months, three months, and so on up to 16 months. For example, 197 cases were referred in January, 1979 (7901). Of these, 177 were still open in the first full month after referral (month 1), 144 were still open in the second month, and so on.

TABLE 2. NUMBER OF REOFFENSES FOR 1 TO 15 MONTHS BEYOND REFERRAL[1]

Months Beyond Referral	Referral Month 7901	7902	7903	7904	7905	7906	7907	7908	7909	7910	7911	7912	8001	8002	8003	8004	Total Reoffenses
0	1	1	5	10	4	3	4	7	6	6	5	5	4	6	1	3	71
1	2	9	10	8	11	5	6	7	7	12	12	6	5	3	2		105
2	0	5	7	4	11	10	8	11	7	6	15	0	6	4			94
3	1	5	10	3	12	13	8	8	10	3	5	5	3				86
4	2	3	7	2	4	3	3	7	3	2	2	2					40
5	3	4	4	2	7	3	7	5	7	1	4						47
6	2	1	1	10	4	1	3	2	0	0							24
7	1	1	2	0	1	1	2	1	0								9
8	3	2	1	1	3	1	3	1									15
9	1	0	0	1	1	1	0										4
10	1	2	1	0	0	0											3
11	0	1	1	1	0												3
12	1	1	0	0													2
13	0	0	1														1
14	0	0															
15	0																
Total Offenses	18	35	50	42	58	41	44	49	40	30	43	18	18	13	3	3	504

---

[1] Numbers in the cells show how many of the cases referred in each month (see column headings) reoffended in the first month, second month, and so on up to 15 months after referral. For example, of the cases referred in 7901 (January, 1979), one reoffended that same month, two reoffended in the first month, none in the second month, and so on. Figures in the right-hand column (total reoffenses) show the total number who reoffended in the month of referral (month 0), the first month, and so forth.

in the same month he or she was referred to the project; two reoffended within one month of the referral; none reoffended in the second month; one reoffended in the third month beyond referral, and so on. As in Table 1, the lower right-hand part of the Table represents time periods which have not yet occurred.

Cumulative Proportion Reoffending

The cumulative proportion reoffending estimates need to be "smoothed" in order to remove unnecessary error variance before using them to estimate reoffense rates or probabilities. The formula used is $Y = 1\text{-}ae^{-bt}$ where a and b are parameters to be estimated from the data. The cumulative probability reoffending is inverted (see Table 3) [i.e., $Y\text{-}1 = ae^{-bt}$] before solving for the parameters.

Matlz-McCleary Program

A program to calculate the Maltz-McCleary value of a on the HP-33E calculator is in Chart I.

TABLE 3. AN EXPONENTIAL FIT FOR THE CUMULATIVE PROPORTION REOFFENDING

Month Beyond Referral	Cumulative Probability of Reoffending (Y)	(1-Y)	Predicted 1-Y	Predicted (Y)
0	.0077	.993	.974	.0213
1	.0206	.979	.969	.0270
2	.0351	.965	.959	.0384
3	.0525	.9475	.949	.0497
4	.0637	.936	.939	.0608
5	.0810	.919	.929	.0718
6	.0931	.907	.919	.0827
7	.0993	.901	.909	.0935
8	.1132	.887	.899	.1041
9	.1182	.882	.890	.1146
10	.1232	.877	.880	.1250
11	.1304	.870	.871	.1352
12	.1397	.860	.861	.1453
13	.1480	.852	.852	.1554
14	.1480			.1653
15	.1480			.1750

$Y = 1 - ae^{-bt}$

$Y = 1 - (.9845)e^{-.0118t}$ $r = -.987$

$a = .9845$ $b = .0118$

CHART I. MALTZ-McCLEARY PROGRAM[*]

HP-33E PROGRAM TO CALCULATE THE PARAMETER A, THE FAILURE RATE, AS DEFINED IN THE PAPER: "The Mathematics of Behavioral Change, Recidivism and Construct Validity," Michael D. Maltz and Richard McCleary, Evaluation Quarterly, Vol. 1, No. 3, August, 1977.

Line Number	Instruction	Comments
01	1/x	Initialize A = 1/TAU
02	STO 2	Keep Current A in REG2
*** Calculate Intermediate Constants		
03	RCL 2	Get A
04	RCL 1	Get TAU
05	x	Calculate A*TAU
06	STO 3	Keep ATAU in REG3
07	e^x	Calculate e^{ATAU}
08	STO 4	Keep it in REG4
09	1	
10	-	Calculate $e^{ATAU} - 1$
11	STO 5	Store it in REG5
12	x^2	Calculate $(e^{ATAU} - 1)^2$
13	STO 6	Store it in REG6
*** Calculate Next trial value for A using Newton's Method		
14	GSB 22	Calculate numerator, f(A)
15	PAUSE	Let user look at f(A) briefly
16	x=0	Is f(A) = 0 ?
17	GTO 44	Yes, go finish up
18	GSB 32	No, Calculate demoninator, f'(A)
19	÷ (division sign)	Calculate f(A)/f'(A)
20	STO-2 (minus sign)	Stor NewA = A - f(A)/f'(A) in REG2
21	GTO 03	Go try this value of A
*** Subroutine to Calculate f(A)		
22	RCL 3	Get ATAU in X-Register
23	1/x	Calculate 1/ATAU
24	RCL 5	Get $e^{ATAU} - 1$ in X-Register
25	1/x	Calculate $1/(e^{ATAU} - 1)$
26	-	Calculate $1/ATAU - 1/(e^{ATAU}-1)$
27	RCL 0	Get TBAR in X-Register
28	RCL 1	Get TAU in X-Register
29	÷ (division sign)	Calculate TBAR/TAU
30	-	Calculate f(A)
31	RTN	And return to calling program

[*] This program was written by Jerry Eagle, Institute of Policy Analysis.

Line Number	Instruction	Comments
*** Subroutine to Calculate the derivative f'(A)		
32	RCL 3	Get ATAU in X-Register
33	RCL 2	Get A in X-Register
34	X	Calculate A^2TAU
35	1/x	Calculate 1/A^2TAU
36	RCL 4	Get e^{ATAU} in X-Register
37	RCL 1	Get TAU in X-Register
38	X	Calculate TAU*e^{ATAU}
39	RCL 6	GET $(e^{ATAU}-1)^2$ in X-Register
40	÷ (division sign)	Calculate TAU*$e^{ATAU}/(e^{ATAU}-1)^2$
41	-	Calculate -f'(A)
42	CHS	Calculate f'(A)
43	RTN	And Return to calling program
*** Finishing Up section: Get here having found a zero of f, *** that is, f(A) = 0 for the current value of A		
44	RCL 2	Get current A in X-Register so can see it
45	GTO 00	And STOP

*** To calculate the value of the other parameter R, do the following:

K	Put K in X-Register
ENTER	Push K into Y-Register
N	Put N in X-Register
÷	Calculate K/N
RCL 4	Push e^{ATAU} onto stack
X	Calculate (K/N)*e^{ATAU}
RCL 5	Push $e^{ATAU}-1$ onto stack
÷	Calculate parameter R

To Begin the Program, do the following:

TBAR	Put TBAR in X-Register
STO 0	Store TBAR in REG0
TAU	Put TAU in X-Register
STO 1	Store TAU in REG 1
R/S	Begin execution of program

To do another estimate go to 00

Method of Solution:

Solve [1] iteratively using Newton's Method for $\underline{a}$. Then substitute this in [2] and evaluate to get $\underline{r}$.

In general,

$$x_n = x_{n-1} - \frac{f\,(x_{n-1})}{f^1(x_{n-1})} \quad .$$

Here,

$$f\,(a) = \frac{1}{at} - \frac{1}{e^{at}-1} - \frac{\bar{t}}{T} \quad ,$$

$$f^1(a) = \frac{-T}{(at)^2} + \frac{Te^{at}}{(e^{at}-1)^2} \quad .$$

JUVENILE RESTITUTION AS A SOLE SANCTION OR CONDITION OF PROBATION: AN EMPIRICAL ANALYSIS

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November, 1980

A Research Report from the Institute of Policy Analysis
on the National Evaluation of the Juvenile Offender Restitution Program

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Funding for this report and research was provided by Grant No. 79-JN-AX-0009 from the Law Enforcement Assistance Administration, OJJDP/NIJJDP, Department of Justice, Washington, DC. Points of view or opinions stated in this document are those of the authors and do not necessarily represent the official position or policies of the Department of Justice.

ABSTRACT

Judges frequently require that offenders, as a condition of probation make restitution to their victims. More rarely, restitution is ordered as a sole sanction with no additional penalties or requirements. This paper, based on data from more than 10,000 juvenile court cases involving restitution, compares the outcomes of cases in which offenders were sentenced to restitution as a condition of probation with those in which the offender was ordered restitution as a sole sanction. The data indicate that youths receiving restitution as a sole sanction are more likely to complete the order successfully and less likely to commit new offenses while under the jurisdiction or the restitution project.

Introduction

An important issue in the use of restitution as a sanction for criminal offenders is whether it should be used alone or in conjunction with other sanctions, and, indeed, a number of writers have called for research in this area (Galaway, 1975; Galaway, 1977a; Galaway, 1977b; Hudson, Galaway, and Chesney, 1977a). While some model sentencing codes and proposed dispositional standards have expressly provided for the use of restitution as a sole sanction (NCCD, 1972; IJA/ABA, 1977), restitution is most commonly employed as a condition of probation and hence an "add-on" sentence (Bryson, 1976; Schneider, et al, 1977; Hudson, Galaway, and Chesney, 1977b; Schneider and Schneider, 1980).

Three arguments for the combination of restitution with other penalties, such as probation or even incarceration, can be found in the literature:

1. Restitution by itself may constitute "insufficient punishment." Perhaps the best known exponent of this point of view is Stephen Schafer (1970:126) who warns that if restitution were the only sentence for a crime "it might weaken the sense of wrongdoing attached to that crime . . . (reduce) the terror which potential wrongdoers might feel of committing the crime . . . expose criminal justice to the dangers of the criminal escaping punishment, and lead to social injustice in that . . . the wealthy, possibly professional, criminal could buy off his punishment with money . . ." Similarly, the framers of the IJA/ABA Juvenile Justice Standards worry that for instances in which the "gravity of the crime (is) substantial, the judge may feel that the restitutionary sanction alone will be inadequate to impress upon the juvenile offender the

consequences of his or her actions" (1977:48). Some support for these views was found in a survey conducted by Burt Galaway and William Marsella (1976): Of those interviewed, 67 percent of the victims, 80 percent of the police officers, and 100 percent of the probation officers felt that restitution alone was an insufficient penalty. However, 91 percent of the juveniles ordered to make restitution as a condition of probation--and 63 percent of their parents--disagreed.

2. For restitution to be "constructive," it needs to be "guided." This is a clinician's view of restitution; it holds, essentially, that restitution is a "treatment" and that an offender who receives restitution as a sentence needs to be helped along or guided in order to reap its full benefits. Without such guidance, it is believed, the offender may not make the connection between the harm done and the efforts to make the victim whole. "His initial thinking is in terms of avoiding or of enduring punishment, and of vengeance," writes Albert Eglash (1975:288). "His understanding of what is involved in restitution will not grow overnight. Like reparation, restitution is appropriately used in connection with probation." Eglash further argues that in-kind restitution, bearing direct relevance to the crime, would be particularly effective, and he suggests that probationary guidance may be easier with a group than with an individual: "In committing an offense, what a youth would not do alone he tackles when supported by his group. In making restitution, what a youth could not do alone he may tackle with the support of his group" (1975:289).

3. Unless restitution is made a condition of probation or some other sanction, it cannot be enforced. Alan Harland (1980) points out that an important distinction between restitution as a condition of probation or

suspended sentence and restitution as a sole sanction lies in the procedures for enforcement: If restitution is made a condition of probation, then it may be enforced through revocation and the imposition of an alternative sentence; if a sentence of restitution is the sole sanction, then it can only be enforced through contempt proceedings. Burt Galaway probably speaks for many law enforcement professionals when he states ". . . the criminal justice system must maintain the possibility of imposing a more severe sanction if the offender fails or refuses to meet the restitution obligations. While many offenders will undoubtedly meet their obligations out of a sense of duty, some will be evasive and means must be available to coerce those who wish to evade their responsibility" (1977c:6).

Arguments against the combination of restitution with probation and other sanctions fall generally into two categories. In one category are those arguments against the addition of restitution requirements to probation; and in the other category are those arguments against the addition of probation to restitution requirements. Specifically, the arguments are as follows:

1. *Restitution should not be required as a condition of probation because it increases the likelihood of failure of probation, it is too costly and it places too great a burden on probation officers*. Landis (1969) and Miller (1980), in separate studies conducted in California and Colorado, observed that the existence of a restitution order was more prevalent among the case histories of persons who failed probation than among those who were successful; thus the addition of restitution apparently increased the probability of revocation. Miller notes the additional time and effort required of probation officers to monitor

restitution requirements and suggests that restitutive sanctions may "cost more than they are worth." Similarly, Klein (1978) argues against the addition of restitution to probation requirements because, first, he doubts the utility of the concept, and second, probation officers are too busy to enforce it. During his experience as director of a restitution center in Canada, he reports, probation officers were too busy to monitor the fulfillment of restitution requirements and, when breaches were noted, too busy to return the person to court. ". . . (F)or a number of reasons," he writes, ". . . the enforcement of a restitution condition under a probation order is, indeed, problematic."

2. Restitution should be used as a sole sanction, where appropriate, because it is suitable for some offenders, it is cost-effective, and it will generate knowledge about the feasibility of restitution as a sentence on its own right. In the literature, support for sole sanction restitution is cautious and usually targeted at the less serious, nonviolent offender. For example, Karl Menninger (1968) has singled out check offenders as one group for whom restitution might be the only necessary sanction, and Hudson and Galaway (1975) suggest that sole sanction restitution would be appropriate for nondangerous offenders. For such offenders, restitution only could be cost effective in that, other things being equal, supervision would be minimized. The National Council on Crime and Delinquency, citing a shortage of probation services, has urged courts to use restitution as the whole sentence for those cases where supervision is not needed (1974). Finally, Galaway (1977b), and Hudson, Galaway, and Chesney (1977a) have promoted the use of sole sanction restitution under research conditions so that its unique effectiveness--apart from the impact of probation, for example--can be examined.

Clearly, the use of restitution as a sole sanction is an important issue--both theoretically and operationally--in the design and implementation of restitution programs. This paper will attempt to examine this issue empirically by comparing restitution as a sole sanction with restitution combined with other sanctions in terms of (a) the persons likely to receive such sentences and (b) the impact of the sentences on the offenders' behavior.

The Data

In February, 1978, the Office of Juvenile Justice and Delinquency Prevention announced a major initiative designed to promote and experiment with the use of restitution in juvenile courts (OJJDP, 1978). The objectives of these restitution projects, according to the program announcement, would be (1) to reduce incarcerations of juveniles; (2) reduce recidivism; (3) bring about a greater sense of responsibility on the part of young offenders; (4) help satisfy victims; (5) promote community confidence in the juvenile justice process, and (6) generate increased knowledge about the feasibility of restitution for juvenile offenders. It was clear, moreover, that the framers of the initiative wished to test the use of restitution as a sole sanction: The extent to which restitution was to be used as an alternative to traditional dispositions was named as a criterion for funding and as a focal point for study (OJJDP, 1978:iii;15).

Following a two-stage application process, grants were awarded to 41 separate projects in 26 states, Puerto Rico, and the District of Columbia. Six of these grants were awarded to statewide agencies or organizations which in turn spawned a total of 50 projects at the local level. Altogether, 85 projects were funded by the initiative with a total commitment of approximately $30 million over three years. The Institute of Policy Analysis was selected national evaluator and the National Office for Social Responsibility was awarded a cont act to provide technical assistance.

Data on every referral to the restitution projects are collected by project personnel both at intake, when the youth is referred to the project, and at the time the restitution portion of the youth's disposition is completed. These data are sent weekly to IPA for computerization and analysis. By the end of April, 1980, data on approximately 10,000 referrals--including more than 7,000 youths whose cases were closed--had been received at IPA. As these data were collected at about the mid-point in the life of the restitution initiative, they represent about one-half of all the referrals expected while the projects are receiving federal funding.[1]

Youths referred to the OJJDP-funded restitution projects receive essentially three types of dispositions: Restitution as a sole sanction, restitution as a condition of probation, and restitution under a suspended sentence of commitment to a juvenile institution. The type of restitution required may be monetary, community service, direct service to victims, or any combination of those three. The data in Table 1 describe the referrals in terms of dispositions and the type and amount of restitution ordered. As might be expected, restitution as a condition of probation is the most common disposition ordered, but a large number of the referrals also receive restitution as a sole sanction. Forty-four of the projects in the initiative have at least some sole sanction restitution cases, and, in 16 projects, at least ten percent of the caseload have this type of disposition. Of the types of restitution ordered, monetary is most common, followed by community service and then combined orders of community service and monetary restitution. For these cases--which represent less

TABLE 1. TYPES OF DISPOSITIONS, TYPES OF RESTITUTION, AND AMOUNTS OF RESTITUTION ORDERED

DISPOSITIONS	NUMBER	PERCENT
Types of Disposition		
Sole Sanction Restitution	1,284	12.9%
Restitution and Probation	6,933	69.8
Suspended Commitment Restitution	444	4.5
Other	1,277	12.8
Type of Restitution		
Monetary Restitution	4,973	53.6%
Unpaid Community Service	2,769	29.9
Direct Victim Service	76	0.8
Court Costs and Fines Only	179	1.9
Monetary and Community Service	1,218	13.1
Monetary and Victim Service	40	0.4
Community and Victim Service	11	0.1
Other	11	0.1

Amounts of Restitution Ordered	
Monetary Restitution Ordered	$1,565,601
Unpaid Community Service Ordered	203,138 hours
Direct Victim Service Ordered	4,311 hours

than half of those eventually expected to be in the initiative--judges had ordered over $1.5 million in monetary restitution, more than 200,000 hours of community service, and more than 4,000 hours of direct service to victims.

Successful Completion of Restitution Requirements

Arguments for the combination of restitution with other sanctions focus on the need to impress offenders with the consequences of their actions, provide them with guidance, and enforce the payment of restitution or the successful completion of whatever the court has ordered. Youths who are ordered to make restitution as a condition of probation or under a suspended sentence of commitment receive harsher penalties, more guidance, and greater enforcement. It would be expected, therefore, that the juvenile offenders with combined dispositions would be more likely to complete their restitution requirements than those ordered to make restitution as a sole sanction.

In the national evaluation of the Juvenile Restitution Initiative, successful completion of restitution is defined as full compliance with the original or adjusted restitution order (Griffith, Schneider, and Schneider, 1980). If a youth has completed all restitution within the allotted time period, or has fully complied with an adjusted restitution order--i.e., one where modifications in the order were agreed to after the youth began making restitution--and there were no violations of any other condition of the disposition, the youth is considered a successful completion. Of the more than 7,000 youths in this study whose cases were accepted and later closed by the projects, about 83 percent were in full compliance with the original restitution requirements and five percent complied with adjusted requirements.

Table 2 shows the rates of successful and unsuccessful completion of restitution requirements for each of the three types of dispositions. Surprisingly, youths who receive restitution as a sole sanction demonstrate a markedly higher rate of successful completion than those with combined dispositions. The 95 percent successful completion rate for this group is even more impressive given the overall rate of about 88 percent. The gamma coefficient, which is appropriate as a measure of association between variables such as these, summarizes the strength and direction of the relationship; it indicates a moderately strong correlation between less restrictive degrees of court control and successful completion of court orders.

The relationship between rates of successful completion and restitution as a sole sanction is consistent across the different types of restitution judges most commonly order. As shown by Table 3, youths receiving any type of restitution as a sole sanction (monetary, community service, or a combination of both) are more likely to complete the disposition successfully.

The data in Tables 2 and 3 suggest that a sentence of sole sanction restitution somehow produces a higher completion rate than a sentence of restitution combined with probation or a suspended commitment. It is possible, however, that the apparent relationship is merely spurious, and in fact due to the influence of other factors which are statistically related to both the type of disposition and the rate of successful completions. For example, judges may know which youths need "guidance" and "enforcement" in making restitution, and sentence accordingly. Also, they may order restitution as a sole sanction in dealing with relatively small amounts of loss, and couple restitution with other sentences to encourage the payment of larger sums. Indeed, sentencing should not be random, and it would be

TABLE 2. SUCCESSFUL COMPLETION RATES BY DEGREE OF COURT CONTROL

CHARACTERISTICS	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	NUMBER OF CASES
Degree of Court Control			
Sole Sanction Restitution	95%	5%	939
Restitution and Probation	87	13	3,862
Suspended Commitment Restitution	87	13	282

P < .001

Gamma = - .32

TABLE 3. SUCCESSFUL COMPLETION RATES FOR SOLE SANCTION AND NON-SOLE SANCTION RESTITUTION BY TYPES OF RESTITUTION ORDERED

TYPE OF RESTITUTION	SOLE SANCTION	NON-SOLE SANCTION	GAMMA
Monetary	94% (N= 586)	88% (N=2578)	.34
Unpaid Community Service	96% (N= 282)	90% (N=1738)	.45
Monetary and Unpaid Community Service	97% (N= 95)	83% (N= 659)	.72

startling to learn that there are no discernible differences among juvenile offenders who receive different sentences.

To determine the types of youths most likely to receive restitution as a sole sanction rather than restitution combined with other sanctions, the type of disposition was dichotomized and cross-tabulated with a group of predictor variables that included socio-demographic characteristics, number of prior offenses, seriousness of the presenting offense, and size of restitution order.[2] The results, displayed in Table 3, indicate that the youths required to make restitution alone generally would be considered "better risks" than those receiving combined dispositions: They are older, have higher family incomes, are more likely to attend school on a full-time basis, usually have fewer prior offenses, and tend to have been referred to the juvenile court on less serious charges. Moreover, youths with smaller amounts of restitution to pay or community service hours to work were more likely to receive sole sanction restitution than those with larger orders. There were no statistically significant differences with respect to race and gender.

If certain types of youths are more likely to receive restitution as a sole sanction, are they also more likely to successfully complete the restitution order? The data in Table 4 suggest they are: While age does not seem important, the relationships of successful completion rate with family income, school attendance, number of prior offenses, seriousness of presenting offense, and size of restitution orders are substantial. The picture which emerges, then, is one of rational, calculating judges who know precisely what they are doing. They know that certain types of juvenile offenders are more likely to complete restitution requirements,

TABLE 4. SOLE SANCTION RESTITUTION BY BACKGROUND CHARACTERISTICS

CHARACTERISTICS	SOLE SANCTION	NON-SOLE SANCTION	NUMBER OF CASES
Age			
13 and younger	11%	89%	1,074
14	12	88	1,570
15	12	88	2,335
16	13	87	2,515
17	15	86	1,865
18 and older	18	82	456
P < .001 Gamma = .09			
Race			
White	13%	87%	7,025
Non-White	12	88	2,701
n.s. Gamma = - .06			
Annual Family Income			
Less than $ 6,000	14%	86%	1,163
$ 6,000 - $10,000	14	86	1,077
$10,000 - $14,000	11	89	1,205
$14,000 - $20,000	14	86	1,010
Over $20,000	17	83	1,309
P < .01 Gamma = .05			
School Attendance			
Full-time	14%	86%	7,130
Not in school	9	91	1,172
P < .001 Gamma = - .23			

(continued)

TABLE 4. SOLE SANCTION RESTITUTION BY BACKGROUND CHARACTERISTICS (continued)

CHARACTERISTICS	SOLE SANCTION	NON-SOLE SANCTION	NUMBER OF CASES
Total Number of Priors/Charges			
0	15%	85%	4,427
1	11	89	1,943
2	10	90	1,106
3	9	91	702
4	9	91	415
5	8	92	283
6 and more	12	88	617
P < .001			
Gamma = - .17			
Seriousness			
Victimless	29%	71%	266
Minor General	16	84	156
Minor Property	11	89	1,150
Minor Personal	10	90	213
Moderate Property	16	84	2,695
Serious Property	12	88	2,817
Serious Personal	12	88	377
Very Serious Property	9	91	1,673
Very Serious Personal	9	91	326
P < .001			
Gamma = - .14			
Sex			
Male	13%	87%	8,854
Female	13	87	1,044
n.s.			
Size of Monetary Restitution Order			
\$ 1 - \$ 41	17%	83%	1,205
\$ 42 - \$ 90	15	85	1,199
\$ 91 - \$ 165	14	86	1,250
\$166 - \$ 335	14	86	1,291
\$336 - \$12,500	12	88	1,314
P < .001			
Gamma = - .09			

(continued)

TABLE 4. SOLE SANCTION RESTITUTION BY BACKGROUND CHARACTERISTICS (continued)

CHARACTERISTICS	SOLE SANCTION	NON-SOLE SANCTION	NUMBER OF CASES
Size of Unpaid Community Service Order			
1 - 16 hours	28%	72%	842
17 - 25	14	86	826
26 - 40	10	90	815
41 - 74	4	96	699
75 - 468	2	98	855
P < .001			
Gamma = - .55			

TABLE 5. SUCCESSFUL COMPLETION RATES BY BACKGROUND CHARACTERISTICS

CHARACTERISTICS	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	NUMBER OF CASES
Age			
14 and younger	89%	11%	1,461
15	87	13	1,353
16	88	12	1,468
17 and older	89	11	1,503
n.s. Gamma = - .00			
Income (Annual)			
Less than $ 6,000	83%	17%	671
$ 6,000 - $10,000	88	12	649
$10,000 - $14,000	89	11	676
$14,000 - $20,000	92	8	607
$20,000 and over	92	8	796
P < .001 Gamma = .20			
School Attendance			
Full-time	91%	9%	4,247
Not in school	80	20	1,111
Other	82	18	242
P < .001 Gamma = - .38			
Total Number of Priors/Changes			
0	92%	8%	2,743
1	89	11	1,092
2	87	13	644
3	81	19	407
4	81	19	228
5	86	14	159
6 and more	77	23	347
P < .001 Gamma = - .29			

(continued)

TABLE 5. SUCCESSFUL COMPLETION RATES BY BACKGROUND CHARACTERISTICS (continued)

CHARACTERISTICS	PERCENT SUCCESSFUL	PERCENT UNSUCCESSFUL	NUMBER OF CASES
Seriousness			
Victimless	92%	8%	180
Minor General	90	10	98
Minor Property	90	10	755
Minor Personal	91	9	131
Moderate Property	92	8	1,688
Serious Property	87	13	1,643
Serious Personal	86	14	208
Very Serious Property	82	18	879
Very Serious Personal	84	16	159
$P < .001$ Gamma = - .25			
Size of Monetary Restitution Order			
\$ 1 - \$ 41	95%	5%	866
\$ 42 - \$ 90	94	6	881
\$ 91 - \$ 165	89	11	839
\$166 - \$ 335	85	15	760
\$336 - \$12,500	76	24	617
$P < .001$ Gamma = - .40			
Size of Community Service Order			
1 - 16 hours	97%	3%	673
17 - 25	95	5	608
26 - 40	91	9	566
41 - 74	85	15	468
75 - 468	74	26	476
$P < .001$ Gamma = - .50			

and therefore less in need of supervision; thus, these youths receive restitution as a sole sanction while others, who seem to be greater risks, are given dispositions which combine restitution with other sanctions.

However, the picture is not yet complete. To reject as spurious the proposition that sole sanction restitution is predictive of successful completion, the relationship between these variables must disappear when the effect of other, competing, factors is held constant. If the originally observed relationship "washes out," then the weight of evidence is on the side of the competing explanation.

Table 5 displays the zero-order gamma coefficient between type of disposition and completion of restitution requirements, as well as first-order partial gamma coefficients with statistical controls for school attendance, family income, number of prior offenses, offense seriousness, and amounts of restitution ordered. The originally observed relationship between type of disposition and completion of restitution does not disappear, but in fact remains strong even when multiple controls are introduced. The earlier finding--that juveniles who are ordered to make restitution as a sole sanction are more likely to complete those requirements successfully--remains, and cannot be rejected as spurious.

Type of Disposition and In-Program Reoffense Rate

In addition to the rate of successful completions, another measure of an offender's performance while under an order from the court to make restitution is the in-program reoffense rate. This rate is important since a major goal of the restitution initiative is to reduce recidivism by rehabilitating juvenile offenders. In the 85 projects funded by the initiative, youths are automatically terminated from the restitution project if a new offense becomes known. Through the end of April, 1980, about

TABLE 6. EFFECT OF DISPOSITIONS ON COMPLETION RATES, CONTROLLING FOR OFFENSE SERIOUSNESS, AND OTHER FACTORS

	ZERO-ORDER RELATIONSHIP (gamma)	FIRST-ORDER PARTIAL (gamma)	FOURTH-ORDER PARTIAL (gamma)
Relationship Between Successful Completion and Sole Sanction Restitution	- .40		
controlling for offense seriousness		- .40	
controlling for number of priors/changes		- .40	
controlling for school status		- .36	
controlling for annual household income		- .36	
controlling for size of monetary restitution order		- .40	
controlling for size of community service order		- .40	
controlling for offense seriousness, number of priors/charges, school status, and annual household income			- .26

500 cases out of approximately 10,000 had been closed in this manner. The calculation of the in-program reoffense rate is complex as it involves the computation, over time, of the number of cases expected to be "at risk" and the proportion of cases expected to reoffend. The procedures for calculating the rate are explained in detail elsewhere (Schneider, Schneider, and Basemore, 1980); in sum, about 1.36 percent of all the juveniles in the initiative can be expected to reoffend each month. This means that about eight percent of all the juveniles in the initiative for six months are likely to commit new offenses, with the rate growing cumulatively larger for each successive month of time at risk.

For a number of reasons, the type of disposition should be related to the probability of reoffending, since youths on probation or under suspended commitments are subjected to greater scrutiny, are more closely supervised, have "more to lose," and so forth. The observed relationship, once again, is in the opposite direction and parallels the earlier finding concerning successful completions. As shown in Table 6, the estimated monthly reoffense rate increases monotonically with what might be called the "degree of court control"--a scale ranging from sole sanction restitution (least control by court) to suspended commitment and restitution (most control). The table also shows the estimated proportion reoffending within six months, and the data from which the estimations were calculated.

As was done with the finding concerning successful completions, the in-program reoffense rate was cross-tabulated with the offenders' demographic characteristics, the number of prior offenses, the seriousness of the presenting offense, and the size of the restitution orders. The purpose of these analyses was to search for a third variable which might account for the relationship between type of disposition and probability of reoffending. Only the number of prior offenses seemed a likely

TABLE 7. REOFFENDING RATES BY TYPE OF DISPOSITION[1]

	SOLE SANCTION RESTITUTION	PROBATION AND RESTITUTION	SUSPENDED COMMITMENT AND RESTITUTION
Estimated Monthly Reoffense Rate	0.98%	1.42%	2.32%
Estimated Proportion Reoffending Within 6 Months	5.7	8.15	13.2
No. of Referrals	1,228	6,735	434
No. of Offenses	44	429	44
No. of "Youth Months" of Risk Time	4,507	30,285	1,893

[1] The monthly reoffense rate estimate is calculated as k/N_t where k is the number of offenses and N_t is the number of "youth months" of risk time for all referrals. The Proportion reoffending within six months is calculated as $Y = 1 - e^{-at}$ where a is the monthly reoffense rate described above and t is set at six months. (See Schneider, et. al., 1980).

TABLE 8. REOFFENSE RATES, BY PRIOR OFFENSES[1]

	NUMBER OF PRIOR OFFENSES			
N = 9,365	NO PRIORS	ONE PRIOR	TWO PRIORS	THREE OR MORE PRIORS
Estimated Monthly Reoffense Rate	1.0%	1.4%	1.65%	2.4%
Estimated Proportion Reoffending Within 6 Mos.	6%	8%	9%	13%
No. of Referrals	4,356 (47%)	1,921 (21%)	1,089 (12%)	1,999 (21%)
No. of Offenses	184	119	78	217
No. of "Youth Months" of Risk Time	18,259	8,333	4,471	9,033

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[1] See note in TABLE 6., *infra*.

TABLE 9. REOFFENSE RATES BY TYPE OF DISPOSITION CONTROLLING FOR PRIOR OFFENSES[1]

	SOLE SANCTION RESTITUTION	PROBATION AND RESTITUTION	SUSPENDED COMMITMENT AND RESTITUTION
	% Reoffending	% Reoffending	% Reoffending
No Prior Offenses			
Monthly Rate	0.79%	1.16%	2.04%
6-Month Rate	4.62	6.72	11.52
12-Month Rate	9.39	12.99	21.72
No. of Cases	(662)	(2,082)	(126)
One or Two Prior Offenses			
Monthly Rate	.94%	1.52%	1.98%
6-Month Rate	5.46	8.7	11.2
12-Month Rate	10.63	16.7	21.1
No. of Cases	(322)	(2,249)	(157)
Three or More			
Monthly Rate	1.95%	2.37%	3.01%
6-Month Rate	11.04	13.24	16.52
12-Month Rate	20.87	24.37	30.32
No. of Cases	(196)	(1,451)	(154)

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[1] See note in TABLE 6., infra .

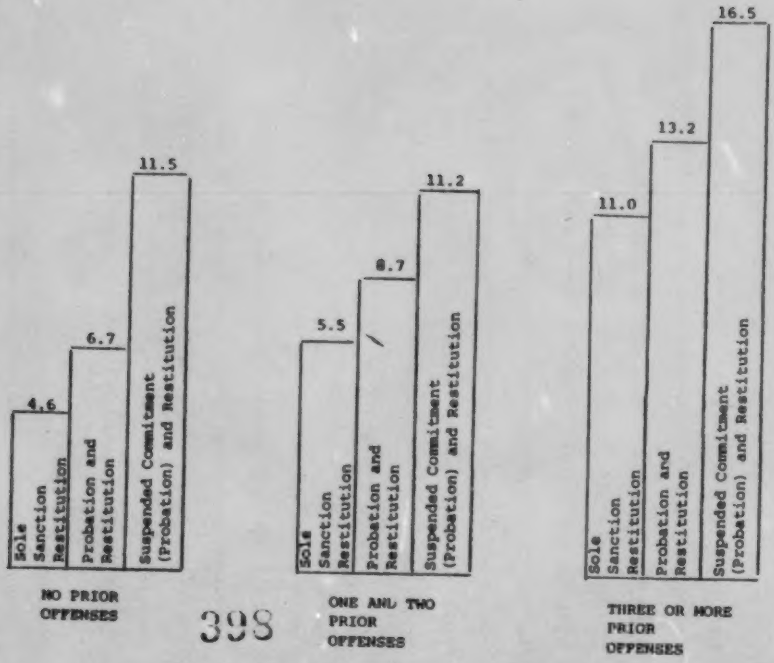
candidate for, as shown in Table 7, the estimated reoffense rate increases steadily as the number of prior offenses increases. However, when this variable was controlled, an astonishing but consistent pattern emerged: For each category of number of prior offenses, the in-program reoffense rate increased with the degree of court control exercised in the different types of dispositions. The data are presented in Table 8 and graphically in Figure 1; they suggest, once again, that juvenile offenders who receive restitution as a sole sanction are more likely to "succeed"--in terms of avoiding future crimes as well as completing their sentences--than youths who receive combined dispositions.

Also, the argument that sole sanction restitution is appropriate only for the less-serious offenders appears to be contradicted. The data clearly indicate that, even in the "most serious" category of offenders--those with three or more prior offenses--sole sanction restitution may be effective in reducing recidivism. While it is true that the reoffense rates for this category are greater, the rate for the youths on sole sanction restitution are slightly less than the rate for first offenders who were placed in restitution projects under suspended sentences of commitment.

Discussion

The findings reported in this paper are fascinating: On the one hand, they fly in the face of the popular notion that nothing, in the broad field of corrections, "works"; on the other hand, they challenge decades of practice in American juvenile courts. It has long been common for juvenile court judges to link specific sanctions with probation, and, even in a federal program in which sole sanction restitution is encouraged, judges favor combined dispositions by a margin of about four to one over restitution alone. Challenged, too, are the arguments propounded in the

FIGURE 1. SIX MONTH REOFFENSE RATES BY TYPE OF DISPOSITION, HOLDING PRIOR OFFENSES CONSTANT



literature for the practice of making restitution a condition of probation. If persons making restitution as a sole sanction are less likely to reoffend, and more likely to complete their requirements, then the arguments that the sanction is by itself "insufficient," or that offenders making restitution need "guidance," or that probation is required for "enforcement," would seem to be invalid.

But while the finding is fascinating, it is not inexplicable nor, in a broader context, even unique. An almost identical result was obtained nearly 20 years ago by a group of Cambridge researchers in their study of attendance centers in England (McClintock, Walker, and Savill, 1961). The attendance center sentence is a court order requiring juvenile offenders to spend a given number of hours during weekends at a center that usually is administered by the police department. In addition, some offenders (about 50 percent) are placed on probation for one to three years. The researchers found that the offenders sentenced to the attendance centers as a sole sanction were less likely to fail (recidivate) than those who were placed on probation in addition to being required to attend the centers. The combined disposition, in other words, had a failure rate greater than that of the sole sanction.

Like ourselves, the Cambridge researchers suspected that the observed relationship between the sole sanction and greater success rate might be spurious and accounted for by the criteria judges use in sentencing offenders. They found, upon further investigation, that those who received combined sentences were, on the average, worse risks than the others in terms of prior delinquency and social status. However, when the background characteristics of the offenders were statistically controlled, the relationship remained the same. Moreover, another test of the relationship, using a different sample of offenders, yielded similar results.

As a potential explanation for their findings, the Cambridge researchers suggest that there are other, more subjective, factors that are related to both the offender's selection for probation and his probability of failure, such as the "atttude of the offender in court." The same explanation can be proffered for the results obtained in this study, and, indeed, it is worth noting. Campbell and Boruch (1975) suggest that this explanation--that of a "profound underlying confounding of selection and treatment"--invalidates most social experiments. Furthermore, if the real reason for selection into a particular treatment is (a) unknown and (b) highly related to the outcome, or "effects," of the treatment, then efforts to statistically control for the selection bias will be ineffective *unless* the control variables are nearly perfect surrogates of the "real" variable.

It is not highly probable, however, that this explanation can threaten the validity of the results obtained with either the restitution data or the attendance centers data. In appraising the Cambridge study, Leslie Wilkins (1969) avers that an explanation based on subjective estimates of an offender's success in a given program "would seem to ascribe almost divine insight to the magistrates concerned" (Wilkins, 1969:82). Rather, he suggests an interpretation based on the face value of the study's results: "(They) show a combination of treatments to be poor treatment . . . . It may be convenient to believe that two obviously good things together must be better than one singly, but the study's evidence is to the contrary." Wilkins proposes what he calls the "simplest" hypothesis: ". . . *the least that it is possible to do with offenders, the better the outcome!*" (emphasis in original). Moreover, he adds, from the standpoint of complexity, the simpler, the better: "Probation alone is more complex than attendance center alone, and probation plus attendance center is even more complex."

The same might be said for the juvenile offenders in the restitution initiative, and the lesson, possibly, is that as more requirements are placed on youths, the opportunities for failure increase.

Is it possible, too, that the effects from simpler treatments are more long-lasting? The data on the restitution program reoffense rate would seem to suggest they are, and the notion is buttressed by a study of traffic offenders in a California court (Owens, 1967). The study compared the effectiveness of combined sanctions--fine and probation, fine and driver's school, and fine, probation and driver's school--with the effectiveness of single (sole) sanctions. According to the study, assignment to the driver's school without probation appeared to be the most effective sentence in reducing reconvictions.

Proponents of labeling theory will note the similarity between Wilkins' admonishment to do "the least that is possible" with young offenders and Schur's (1973:155) injunction to "leave the kids alone wherever possible." Indeed, Lemert's (1957:77) hypothesis suggesting that stronger penalties lead to further deviation may offer yet another explanation for the findings reported in this paper. However, the data should not be pushed too far: it can be argued that all the youths involved in this study were "labeled" in that all were formally adjudicated delinquent. In addition, the use of these data in support of the labeling perspective would require evidence that those offenders sentenced to probation feel more stigmatized than those ordered restitution only.

Further research on the effectiveness of sole sanction restitution as compared with combined dispositions is forthcoming. As a part of its evaluation of the juvenile restitution initiative, the Institute of

Policy Analysis is conducting field experiments, involving random assignment, in six cities across the United States. One of these experiments is explicitly designed to test for differences, both short-term and long-term, among juveniles who received different types of dispositions. In the experiment, offenders are randomly assigned into three groups: Sole sanction restitution, restitution plus probation, and probation alone. An attitudinal questionnaire is administered to the youths in each group upon completion of their dispositions, and the youths are tracked for up to two years to assess their rates of recidivism. The knowledge gained from the experiment will inform, and either support or contradict, the findings of this study.

NOTES

1. What is referred to as the mid-point in the life of the initiative is not necessarily the same as the mid-point in the life of any given project. The projects were funded over a six-month period from September, 1978, to March, 1979, and many projects took several months to get started. Grants were awarded for a maximum of three years; funding for some of the projects will end as early as September, 1981, and for others it will continue through February, 1982. The total number of referrals to all projects is expected to be slightly more than 20,000.

2. For purposes of the analyses reported in Tables 3 through 5, the "type of disposition" variable was dichotomized by combining "restitution plus probation" with "restitution under suspended commitment." This was considered appropriate since there are no differences between these categories when this variable is cross-tabulated with completion of restitution requirements. The N-sizes in these tables will total less than 7,000 (the approximate number of closed cases available for analysis) because of missing data on some of the variables. While the socio-demographic variables (age, race, sex, family income, and school attendance) are straightforward, the others require definition. "Total number of priors/ charges" is computed by adding prior offenses, which include any delinquent offense known to court authorities except those which were dismissed or screened out due to lack of evidence, and concurrent offenses, which are delinquent acts other than the referral offense which are listed on the petition or among the charges against the youth. "Offense seriousness" is a variable which combines the gravity of the offense (ranging from traffic violations through rape and armed robbery) with the amount of loss which

resulted from the crime. For example, burglary is coded a "moderate property offense" if the loss is $10 or less; "serious" if the loss is between $11 and $249; and "very serious" if the loss is $250 or more.

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JUVENILE RESTITUTION

A Dynamic
and Challenging
Alternative

The Wisconsin Juvenile Restitution Project

The Juvenile Justice System Uses A Special Language

The language comes from a deliberate attempt to distinguish the juvenile justice system from its adult counterpart by the use of different terminology.

Police do not arrest juveniles: They take them into custody.

Juveniles are not charged with crimes: They are alleged to be delinquent.

Juveniles are not jailed: They are detained.

They are not put in jail: They are placed in security detention.

A juvenile alleged to be delinquent is a respondent, not a defendant.

There is no conviction in the juvenile justice system: There is adjudication.

The decision on how to treat a juvenile adjudicated delinquent is called a disposition, not a sentence.

Juveniles are not sentenced to prison: They are committed to a juvenile school.

They are not placed on probation, but under court supervision.

They are not parolled: They are placed on after care.

This juvenile justice system language indicates real differences between the juvenile and adult systems.

Written, compiled and edited by
David L. Tank
Mary C. McEniry

The Wisconsin Juvenile Restitution Project is administered by:
The Bureau for Children, Youth and Families
Division of Community Services
Department of Health & Social Services

Prepared under Grant #79-JS-AX-0099 from the Office of Juvenile Justice and Delinquency Prevention, Law Enforcement Assistance Administration, U.S. Department of Justice.

Points of view or opinions in this document are those of the authors and do not necessarily represent the official position or policies of the U.S. Department of Justice.

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Introduction

In November 1978 the Wisconsin Legislature activated a revised Children's Code, clarifying and updating the legal rights of children in Wisconsin. One important aspect of the new code is its clarification of the purpose and procedures for allowing a juvenile to make restitution for his or her offense. With the sanctioning of restitution settlements, consideration for victim compensation was also reinforced. Restitution is now a viable alternative to traditional methods of juvenile rehabilitation. The primary factors for this renewed interest in restitution appear to be:

1) Recognition of the victim's importance to juvenile criminal proceedings;
2) Disillusionment with traditional dispositional alternatives;
3) A philosophical shift attempting to more closely associate dispositions with offenses.

With the increased authorization for Juvenile Restitution in Wisconsin, there also comes the challenge and responsibility to implement the *process* of restitution. The Wisconsin Juvenile Restitution Project, funded on a pilot basis by the Federal Law Enforcement Assistance Administration (LEAA), provides an opportunity for juveniles to make restitution for their offenses and accept responsibility for their actions.

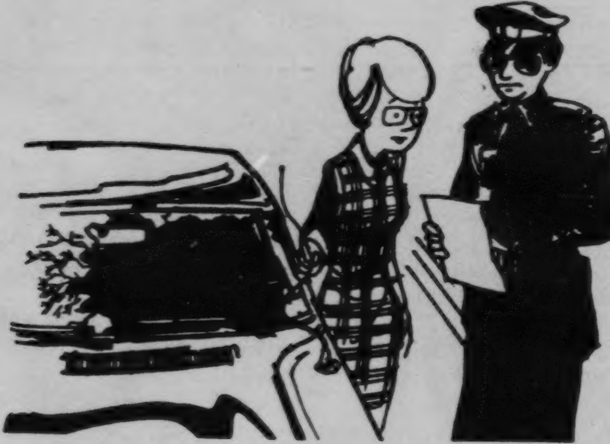
This booklet provides a brief overview of the restitution process, its background, and future in Wisconsin. It is a helpful starting point for persons interested in learning more about juvenile restitution or helping to design a local program.

Readers wanting further assistance about the initiation or development of a restitution program should contact the Juvenile Delinquency Prevention Consultant (JDPC) at one of the six regional offices of the Division of Community Services, Department of Health and Social Services or write to The Wisconsin Juvenile Restitution Project. Addresses are on the back of this booklet.

A Brief History of Restitution

"During the night, the lad quietly crept up to the tethered horses. He cut the rope on one of them and with a single motion was on the horse. Pausing slightly, he kicked the horse and sped away. Within minutes the whole camp was awakened. The owner of the horse soon caught up with the boy and knocked him off his horse. Without wasting time, the owner paid a visit to the lad's home and after a brief discussion an arrangement was agreed upon whereby the lad would work on the owner's farm without pay for thirty days."

+ +



"Randy walked slowly through the rows of cars parked in front of the discount store. Finally he saw what he was looking for...a car with keys in the ignition. He quickly hopped inside and started the engine. Looking around he drove the car out of the lot. A few minutes later a tired shopper returned to find her car missing. She threw her arms up in dispair, then went back inside and called the police and her insurance company."

Things aren't the way they used to be. Our methods of dealing with crimes, victims and offenders have become increasingly impersonal and segmented. The victim is dealt with by one department. The offender is handled by another. And the insurance company pays the bill for damages.

In the not-so-distant past, offenders, particularly juveniles, were informally required to make restitution for their misdeeds. Restitution meant simply "a making good for loss or damage," and this usually occurred directly between the victim and offender.

Although restitution has been with us for a long time, some historians argue that the purpose of restitution has changed throughout the years. In the earliest day, the victim took a very active role in seeing that he or she was somehow repaid. Later, as towns began to grow and individuals became economically stable, there was more negotiation involved in property crimes. Then, Codes of Laws were written. Rules were set down whereby a certain article or person was worth a certain quantity and repayment was ordered by multiplying its worth.

In Europe, during the Middle Ages, the victim lost practically all recompense for a crime when offenders were required to pay the state. This was "protection" money to protect the offender against the revenge of the victim. Restitution was also not for everyone. Rather it was a substitute for corporal punishment and those who were not fortunate enough to pay often faced a harsher, direct system of justice.

Some historians interpret this gradual loss of victim involvement as due to the attempt to build social unity (revenge and feuds were very socially destructive types of behavior); to consolidate central power (kings wanted to have more control over their subjects and were interested in keeping the money for themselves); and to protect the wrongdoer from the vengence of the victim. Thus, the victim was not the central concern in these forms of restitution. Rather, restitution was a way to curb the behavior of the victim.

As history progressed, the right of the injured slowly separated from criminal law. Citizens interested in obtaining restitution from offenders had to proceed through civil law, a process which was often dissatisfying.

Although several people tried to renew interest in restitution as a correctional device, there was little done in the United States until the 1900's. During the early 1900's restitution was often given as a condition of probation, or a suspended sentence, or informally arranged. However, it has only been since the 1950s that there has been an increase in legislation to provide monetary compensation to victims of crime. At the same time victim compensation ideas were being considered, people also began to see the rehabilitative potential of restitution.

Several formal juvenile restitution programs have been introduced throughout the country within the last 10-20 years. In 1978 the Office of Juvenile Justice and Delinquency Prevention, within the Law Enforcement Assistance Administration, launched a 30 million dollar initiative in juvenile restitution. The initiative was implemented in 29 states involving 86 counties, the largest single Special Emphasis Grant Program administered by OJJDP.

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Wisconsin, with its newly revised Children's Code, was a ready recipient for the new restitution project. The Wisconsin Juvenile Restitution Project, administered through the Department of Health & Social Services' Division of Community Services, was put into operation in 10 court jurisdictions within the state in February 1979. These first 10 projects were located in Ashland, Barron, Chippewa, Douglas, Marathon, Outagamie, Rock and Walworth counties, the city of Green Bay and the Menominee Indian Reservation.

Juvenile Restitution Today

In its simplest form, juvenile restitution involves a 12- to 17-year-old offender *repaying a victim* for loss or damages. One aim of restitution *is* to restore, at least partially, the victim's loss and to satisfy the victim that the youth is being held responsible for his or her actions. *But it is more than just repaying or satisfying the victim.*

In its fullest sense, juvenile restitution serves as an important tool in the process of *rehabilitation.* It also serves as a deterrent for repeat offenses. By holding the youths accountable for their actions they are given the chance to accept personal responsibility for their lives.

Restitution May Take Three Forms

1 *monetary payment* - the youth forfeits personal savings or works on a job until he or she earns enough money to repay the victim.

2 *community service* - the youth works on a voluntary basis with a community agency or organization for a specified period of time to symbolically repay the losses incurred by the community.

3 *victim service* - the youth works voluntarily for the victim during a specified period of time to repair or replace the damaged or stolen property.

Restitution should not be confused with victim compensation services. In *victim compensation,* the *government repays* the victim for loss or damage according to compensation laws. In *restitution,* the *youth* must, in some way *personally repay* the victim.

Juvenile restitution is based on the assumption that, by having to forfeit time and resources to repay the victim, the youth will...

...*be held personally accountable and become aware of the consequences of his or her actions.*

...*have an opportunity to behave in a socially acceptable manner and in a way that both increases a sense of responsibility and improves the youth's self-image.*

...*not become labeled by others as criminal or delinquent.*

...*be deterred from becoming involved in further delinquent activity.*

Is Restitution THE ANSWER?

It would be naive to believe that any one program could be the answer to all the problems presented by juvenile delinquency. But as a part of the total juvenile justice system, restitution can serve an important function. Research and evaluation about juvenile restitution has been limited in the past. There is no conclusive scientific evidence showing restitution's value for the offender, victim, community or even the long term costs that will be involved. Still, the most commonly heard comment during discussions of restitution is, *"It seems so logical! - Why weren't we doing this before?"* An extensive evaluation of the Wisconsin Juvenile Restitution Project is currently being conducted that will help in shaping future programs.

The Juvenile Court Procedure

Juvenile court proceedings can be confusing to the person not familiar with them. What follows is a brief description of how the juvenile court typically operates.

Not all youths who have been apprehended are sent to court or see a judge. Depending upon the offense committed, law enforcement officials and the intake worker often divert juveniles from the formal court proceedings. Each court has specific guidelines to determine who must be brought to court and who may be diverted.

If a youth is referred to court, the first person that he or she will come in contact with is the intake worker. The intake worker is a person connected with the court who initially interviews the juvenile, determines whether the court has jurisdiction over the case and either recommends that a petition be filed or negotiates an informal decision with the youth and his or her parents.

If it is determined that the case should continue within the court, the youth will next meet with either the juvenile court commissioner or the judge who will decide if the youth is a violater of civil laws or ordinances; is delinquent, which means the child has violated a state or federal law; or is in need of protection or services, as in the case of child abuse or a runaway. Once the status of the youth is determined, the judge consults with attorneys, probation officers, and social workers to determine the most appropriate disposition, or treatment plan, for the youth.

Where Does Restitution Fit Into The Juvenile Justice System?

The intake worker may decide to proceed *without a formal court hearing* and, instead, make an *informal disposition* whereby the juvenile would sign an agreement with his or her parents, stating that restitution would be made. The amount of damages to be repayed is indicated at this time.

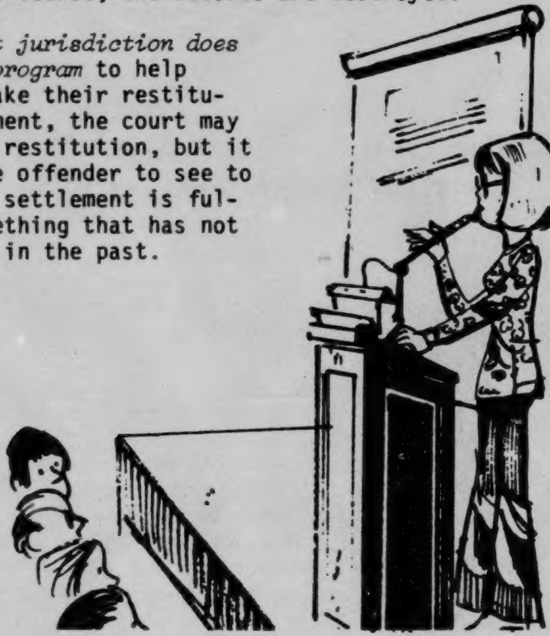
If the case has been referred to the courts, restitution can be ordered at various stages of the proceedings:

- *If the youth admits to the allegation* during the *plea hearing* - the first meeting with the juvenile and the judge - the judge may stop the proceedings and order a *consent decree.* A consent decree is a voluntary agreement between the youth and the court stipulating that the juvenile will perform certain activities, which may include making restitution. The judge may, however, choose to make a judgment and adjudicate the juvenile as delinquent or in violation of a civil law or ordinance, and schedule a *dispositional hearing.* At this dispositional hearing the judge may then order restitution.

- *If the youth denies the allegations,* the judge decides if the charges are true or false at a *fact-finding hearing.* If, during the course of this hearing, the youth changes his or her plea the judge may suspend the proceedings, order a consent decree and restitution.

Once restitution has been ordered by the judge the *case is referred to the local Juvenile Restitution Project.* If determined to be an appropriate referral, the project director or staff works with the youth, the victim and a board of community volunteers to determine a "reasonable" manner for the youth to make the restitution settlement. The youth is given assistance in locating a job, so that restitution can be made. The project also monitors the work of the juvenile, collecting the money to be repaid to the victim, and helping the youth straighten out other personal problems that may be affecting completion of the settlement. Once the restitution has been made, the case is closed, and in the case of a consent decree, the records are destroyed.

If the court jurisdiction does not have a program to help juveniles make their restitution settlement, the court may still order restitution, but it is up to the offender to see to it that the settlement is fulfilled, something that has not worked well in the past.



Who Is Eligible To Participate In The Juvenile Restitution Project?

Because of the pilot nature and grant provisions of the Wisconsin Juvenile Restitution Project, only those youths who have been judged delinquent, or have been found to be responsible for criminal acts, are eligible for involvement in the program. The number of previous court referrals is also taken into consideration when admitting a juvenile into the current project. Most youths admitted to the pilot projects have a history of two or more prior court referrals. For acts considered offenses solely because the offender is minor, such as running away, drinking or truancy (status offenses), involvement in the restitution project is considered inappropriate.

As restitution programs grow and are expanded to other court jurisdictions, eligibility criteria could be changed to allow for involvement by greater numbers of youths. Such decisions may vary slightly from project to project, depending upon the local situation within which each project operates.

Who Can Sponsor A Juvenile Restitution Project?

Restitution programs may operate from different agencies, such as the courts, youth service bureaus, police departments, or social service offices. It is important, however, that the agency with which it is linked is willing to establish a full-time staff (perhaps just one person) to devote full energies to the restitution project. Because of the nature of the position, strange hours may be common. One cannot expect a potential worksite supervisor to juggle his or her business schedule in order to accommodate the overbooked calendar of a part-time restitution worker. *A formal restitution program requires a full-time staff.* The program staff needs to be interested in the welfare of juveniles. To make the program work well, the staff must be sensitive to the needs and interests of the youth and be willing to work with him or her in seeking the best, not the easiest, restitution situation.

Funding A Restitution Project?

Finding the funds to support a full-time restitution program will not be easy. However, it will not be impossible either. Within the next few years, all Wisconsin counties will be given the option of developing local restitution programs, using state Youth and Family Aids monies.

Compared to other methods of juvenile rehabilitation, it appears that restitution is a bargain. The major cost involved is for the support of a full-time staff and for assistance in locating jobs for the youths through subsidy. In cases where the community is very supportive local businesses may be willing to hire juvenile offenders on a short-term basis without the added incentive of government subsidies. In such a situation administrative costs will be the only expense.

There are also other funding sources that can help get a restitution program off the ground. For current information on who to contact and what is available get in touch with the Juvenile Delinquency Prevention Consultant (JDPC) for your area or the project coordinator of the Wisconsin Juvenile Restitution Project in Madison. Their addresses are listed on the back of this booklet.

What Is The Future Of Juvenile Restitution?

The future of restitution will depend upon several factors:

**Community Support:* The success of any restitution program depends upon what happens at the local level. Often times, in order for the juvenile to make restitution, he or she needs a job. In order for that youth to get a job, the support of the local business community is needed. Government supported or subsidized worksites can only have the short-term effect of getting a project started.

**Governmental Action:* Legislation authorizing and encouraging the use of restitution for juveniles has already been given. Authorization, however, isn't enough to make restitution succeed. Local, county, or state governing bodies must also be willing to support restitution by providing staff and facilities.

**Support Of The Judicial System:* The court has the final say about which juveniles are admitted to the restitution program. Judges who believe in the value of restitution are likely to refer youths to a local restitution project.

**Knowledge Of How Restitution Actually Works:* As programs are evaluated it will become increasingly easy to adapt and tailor individual projects in an attempt to make the restitution process as effective as possible.

For more information

CONTACT YOUR JUVENILE DELINQUENCY PREVENTION CONSULTANT (JDPC) AT YOUR NEAREST DIVISION OF COMMUNITY SERVICES REGIONAL OFFICE

SOUTHERN REGIONAL OFFICE:
3601 Memorial Drive, Madison, 53704 (608)249-0441

SOUTHEASTERN REGIONAL OFFICE:
225 Executive Drive, Brookfield, 53005 (414) 257-4450

MILWAUKEE REGIONAL OFFICE:
819 N. 6th St., Milwaukee, 53203 (414) 224-4501

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Schiek Plaza, Box 697, Rhinelander, 54501
(715) 362-7800

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Wisconsin Juvenile Restitution Project
Dennis Maloney, Project Coordinator
Bureau for Children, Youth & Families
State Office Building
1 West Wilson Street
Madison, Wisconsin 53702
(608) 266-5716

WISCONSIN JUVENILE RESTITUTION PROJECT EVALUATION

SECOND INTERIM REPORT

EXECUTIVE SUMMARY

Submitted To:

The Wisconsin Council on Criminal Justice and
The Department of Health and Social Services
Madison, Wisconsin

Submitted By:

Carkhuff Associates, Inc.
Amherst, Massachusetts

February, 1981

This evaluation research is supported with funds awarded by the Wisconsin Council on Criminal Justice and the Law Enforcement Assistance Administration under the Crime Control Act of 1968 and 1976. Points of view or opinions stated herein are those of Carkhuff Associates, Inc., and do not necessarily represent the official position of the Wisconsin Council on Criminal Justice.

OVERVIEW

WISCONSIN JUVENILE RESTITUTION EVALUATION

SECOND INTERIM REPORT

EXECUTIVE SUMMARY

Overview

This report is the Second Interim Report on the Evaluation of the Wisconsin Juvenile Restitution Project. The purpose of this report is to present a summary of all the data collected to date. This report incorporates and updates the information presented in the First Interim Report, June, 1980. The data should not be viewed as conclusive or final. During the next phase of this study, Carkhuff Associates will be collecting additional information and further analyzing the data. A final report will be developed in the Fall of 1981.

The data presented in this report can be used to describe Restitution Project youth. A total of 492 youth are included in the sample. At the time this report was compiled, 347 of the youth had completed their restitution involvement, while 145 were still participating in the project. Data collection began with the first case at each project site. Project start dates varied, as indicated in the list below:

SITE	DATE OF FIRST RESTITUTION INTAKE
Outagamie	5/16/79
Rock	2/12/79
Walworth	3/28/79
Green Bay (Brown)	3/29/79
Menominee	4/23/79
Marathon	9/8/78 (5/1/79 - 2nd Case)
Chippewa	3/6/79
Douglas	8/23/79
Ashland	5/21/79

The following sections are summarized in this report:

Section I: Restitution Project Overivew

Purpose: To present an analysis of the process evaluation so that the critical components of the administrative and project delivery procedures can be identified and refined.

Section II: Survey Results

Purpose: To present the initial findings from surveys completed by victims and community opinion leaders so that attitudes towards the restitution project can be identified and improved.

Section III: Impact Data

Purpose: To present the impact data collected on projected youth so that a picture of youth involvement at each site can begin to be developed.

A more detailed presentation of each section is included in The Second Interim Report.

Carkhuff Associates would like to acknowledge the restitution project staff for their continued assistance and cooperation with this evaluation study.

SECTION I:
RESTITUTION PROCESS OVERVIEW

INTRODUCTION

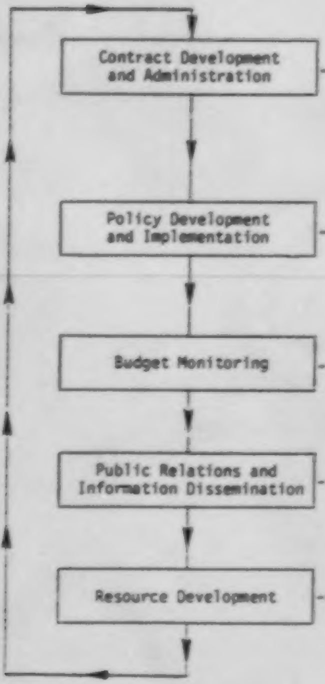
This section contains an overview of the firm's finding from the process evaluation of the Wisconsin Restitution Project. Process evaluation data have been previously reported in: 1) The Project Improvement Report, November, 1979; 2) The First Interim Evaluation Report, June, 1980; and 3) The Preliminary Process Evaluation Reports for Eau Claire, Fond du Lac, Kenosha and Racine Restitution Projects.

Most of the process data were collected during on-site visits conducted by Carkhuff Associates staff at the fourteen project sites. Additional information was derived through telephone interviews and attendance at Restitution Quarterly Meetings.

Project staff can use the process evaluation findings to refine their existing procedures. Also, the findings can be used to assist individuals who are interested in developing new restitution project sites.

Chart #1

Subject: An Overview of Restitution Project Administration Procedures



ADMINISTRATIVE PROCEDURES	PURPOSE OF THE PROCEDURE
Contract Development and Administration	To develop and assist in the implementation of contracts between county restitution project staff and the DHSS; to insure the adherence to contract provisions by monitoring and providing technical assistance.
Policy Development and Implementation	To actively provide for, and assist in, the collective setting of restitution project policy with all appropriate personnel (e.g., project coordinators, University of Wisconsin Technical Assistance staff, Juvenile Delinquency Prevention Consultants, etc.).
Budget Monitoring	To manage DHSS administrative activities in order to comply with the financial and program stipulations set by the Office of Juvenile Justice and Delinquency Prevention.
Public Relations and Information Dissemination	To develop and implement public information and public relations activities so that the general public and interested criminal justice professionals are kept informed about the progress of the restitution project in Wisconsin.
Resource Development	To develop and cultivate resources for the project and to gather information relevant to the continued growth and expansion of county restitution activities.

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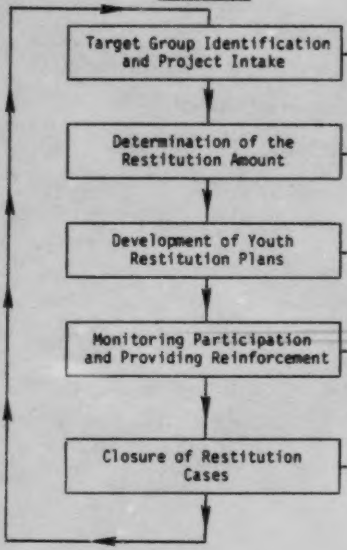
ADMINISTRATIVE PROCESS
IMPLICATIONS AND RECOMMENDATIONS

1. The following planning dimensions should be considered in an effort to secure future project funding:
   - Potential sources should be identified.
   - Data and information should be developed for presentation to potential funding sources and community leaders.
   - Methods for dissemination of project information should be selected.
   - Technical assistance should be provided to project sites so that they can pursue local funding sources.
2. The Restitution Project Manager should consider using an expert in public relations to assist in the development and dissemination of project information.
3. The administrative component of the restitution project should arrange or provide technical assistance to project staff in order to:
   - Provide skills training
   - Help in solving local problems
   - Assist in the development of local resources
   - Stimulate information exchange among local project staff
4. Administrative monitoring of local restitution project delivery should be frequent and linked to the restitution program evaluation.

Chart #2

Subject: An Overview of Restitution Project Delivery Procedures



DELIVERY PROCEDURES	PURPOSE OF THE PROCEDURE
Target Group Identification and Project Intake	To identify youth who are potentially eligible for project participation and accept those who meet specific project eligibility criteria.
Determination of the Restitution Amount	To make a recommendation to the court which specifies a fair and equitable amount of restitution.
Development of Youth Restitution Plans	To develop an individuzlied restitution plan which addresses the responsibilities of the youth and the interests of the parents and victim.
Monitoring Participation and Providing Reinforcement	To monitor and differentially reinforce youth performance and behavior during participation in the project.
Closure of Restitution Cases	To close project cases when full restitution to the victim has been made or when a youth is terminated from participation as a result of noncompliance with the restitution plan.

Table 2.

OVERVIEW OF PEOPLE INVOLVED IN RESTITUTION DELIVERY PROCEDURES

PEOPLE INVOLVED	PROJECT PROCEDURES				
	TARGET GROUP IDENTIFICATION AND INTAKE	DETERMINATION OF THE RESTITUTION AMOUNT	DEVELOPMENT OF YOUTH RESTITUTION PLAN	MONITORING PARTICIPATION AND PROVIDING REINFORCEMENT	CLOSURE OF RESTITUTION CASES
County Project Coordinator	X	X	X	X	X
Project Advisory Board		X			
County Judge	X				X
District Attorney	X				
Intake Staff	X				
Social Service Staff	X			X	X
Probation Staff				X	X
Youth Participants	X	X	X		X
Parents of Project Youth	X	X	X		X
Victims		X			X
Employers of Project Youth			X	X	X
Project Partners			X	X	X
Insurance Adjuster		X			

*Any single county project may involve a larger or smaller number of people in a larger or smaller number of procedures. This chart presents information about the types of people most frequently involved in procedures among all project sites in the study (N = 14).

RESTITUTION DELIVERY PROCESS
IMPLICATIONS AND RECOMMENDATIONS

1. It is important that Restitution Project staff work with the court, social services and other local agencies in order to clearly define the role of the project within the community.
2. Victims should receive specific information about the Restitution Project, anticipated payment schedule, and alternative ways to receive compensation.
3. Whenever possible, behavioral contracts between the project, the youth, and the youth's parents should be developed. This approach insures that the youth have a clear understanding about the consequences of their behavior, the responsibilities of the project and the outcomes associated with successful participation.
4. Project staff should provide feedback to local law enforcement agencies in order to facilitate an ongoing exchange of information.
5. An active partner program can provide the project with resources needed to personalize restitution programming for each youth. An effective partner program includes: 1) selecting, 2) training, and 3) supervising of partners.
6. Whenever possible and appropriate, parents should be involved in their child's restitution programming. The decision about parental involvement should be made on a case-by-case basis.
7. Project staff should work closely with job-site supervisors. Employers are not only the youth's source of restitution employment, but also offer an opportunity to learn valuable new work skills.

8. Participation in the restitution project provides the opportunity to increase youth skills in a variety of dimensions. Research indicates that providing new living, learning and working skills to youth is the most effective form of rehabilitation. Project staff should take every possible opportunity to facilitate the project youth's skill development.

SECTION II

SURVEY RESULTS

INTRODUCTION

This section contains the firm's initial findings from the victim and opinion leader surveys. The surveys focus on collecting attitudinal data about the Restitution Project and the local Juvenile Justice System. The following list contains the sites surveyed:

	NUMBER SURVEYED	
Site	Victims	Opinion Leader
Outagamie	38	11
Rock	23	5
Brown	27	4
Menominee	13	6
Marathon	15	5
Chippewa	20	5
Douglas	2	5

Opinion leaders included county board members, law enforcement personnel, social service staff, community advisory committees and others who are involved in local services for youth.

INITIAL FINDINGS

VICTIM QUESTIONNAIRE

Total Number Sent = 149

Total Number Returned = 83

Total Number Returned by Post Office = 7

Response Rate = 58.5%

QUESTION: How do you feel about the way the restitution process was handled in your case?

RATING	PERCENT OF RESPONDENTS
Very Dissatisfied - 1	14.46%
2	6.02%
3	8.43%
4	19.28%
5	13.25%
6	16.87%
Very Satisfied - 7	21.69%
No Responses	-

VICTIM QUESTIONNAIRE

QUESTION: How do you feel about programs which involve the youthful offender in paying back the victim for the loss produced by the crime?

RATINGS	PERCENT OF RESPONDENTS
Very Unfavorable - 1	9.64%
2	4.82%
3	3.61%
4	7.23%
5	2.41%
6	10.84%
Very Favorable - 7	60.24%
No Response	1.20%

QUESTION: How do you feel about the way the juvenile justice system is dealing with youthful offenders in your area?

RATINGS	PERCENT OF RESPONDENTS
Very Unfavorable - 1	13.25%
2	12.05%
3	13.25%
4	24.10%
5	15.60%
6	8.43%
Very Favorable - 7	6.02%
No Response	7.23%

VICTIM QUESTIONNAIRE
IMPLICATIONS AND RECOMMENDATIONS

Theme:

- Respondents expressed dissatisfaction if a small percentage of the documented loss was returned.

Recommendation:

- Project coordinators should explain to victims the process by which the restitution amount was set. Victims should be given a list of steps they can take in order to get the full amount of the loss returned.

Theme:

- Some respondents were unsure of why the amount returned was less than the amount ordered by the court.

Recommendation:

- Victims should be notified if the youth fails to complete his or her restitution. The reason for the incompletion should be provided as well as the subsequent steps the victim can take in order to receive compensation.

Theme:

- Many respondents were dissatisfied with the length of time between the offense and final payment of restitution.

Recommendation:

- Although the Restitution Project coordinators have limited control over the time frames between offense and payment, the following is recommended:
  - Victims should be informed about the Restitution Project time frames and the reason for the time frames.
  - If a long time is anticipated before restitution payment can be made in full, then projects should consider partial payments to the victims.

Theme:

- Some respondents commented that although they were dissatisfied with the amount and/or the delays in payments, they were impressed with the Project Coordinator's efforts.

Recommendation:

- Victims should be kept well informed about all activities related to their case.

Theme:

- Many respondents indicated some dissatisfaction with the handling of their case, while at the same time, most of the respondants felt very favorable towards the concept of restitution.

Recommendation:

- If victim dissatisfaction with the payment procedures could be addressed, then victims will be an excellent source of community support for the projects. Projects may want to consider eliciting suggestions from victims at the termination of a case.

INITIAL FINDINGS

OPINION LEADERS

Total Number Sent = 41

Total Number Returned = 28

Response Rate = 68.3%

QUESTION: How did you feel about the way the juvenile justice system in your area dealt with the youthful offender two years ago?

RATINGS		PERCENT OF RESPONDENTS
Very Unfavorable	- 1	7.14%
	2	17.86%
	3	21.43%
	4	14.29%
	5	21.43%
	6	7.14%
Very Favorable	- 7	3.57%
No Response		7.14%

OPINION LEADER QUESTIONNAIRE

QUESTION: How do you feel about the way the juvenile justice system deals with young offenders?

RATINGS	PERCENT OF RESPONDENTS
Very Unfavorable - 1	10.71%
2	7.14%
3	10.71%
4	7.14%
5	25.00%
6	21.43%
Very Favorable - 7	14.29%
No Response	3.57%

QUESTION: How familiar are you with the juvenile offender victim restitution program in your area?

RATINGS	PERCENT OF RESPONDENTS
Very Unfamiliar - 1	3.57%
2	7.14%
3	7.14%
4	7.14%
5	7.14%
6	21.43%
Very Familiar - 7	46.43%
No Response	-

OPINION LEADER QUESTIONNAIRE

QUESTION: How do you feel about victim restitution programs which help victims get some type of pay-back from the juvenile offender?

RATINGS	**PERCENT OF RESPONDENTS**
Very Unfavorable - 1	-
2	-
3	3.57%
4	3.57%
5	3.57%
6	17.86%
Very Favorable - 7	71.43%
No Response	-

QUESTION: How do you feel about the Restitution Project now operating in your area?

RATINGS	**PERCENT OF RESPONDENTS**
Very Unfavorable - 1	-
2	-
3	7.14%
4	3.57%
5	14.29%
6	25.00%
Very Favorable - 7	50.00%
No Response	-

OPINION LEADER QUESTIONNAIRE
IMPLICATIONS AND RECOMMENDATIONS

Theme:

- Many opinion leaders were very familiar with their local Restitution Project while others indicated that they were unfamiliar with the project.

Recommendation:

- Restitution Project coordinators and advisory boards should make an effort to inform the communities about the Restitution Project highlights. Vehicles for disseminating information about the projects could include newspaper articles, speaking engagements, informal meetings with community leaders, and development of materials describing project outcomes (e.g., annual reports).

Theme:

- Some opinion leaders commented that they felt the Restitution Project was effective because it involved parents in the process.

Recommendation:

- The involvement of parents in the restitution process should be encouraged whenever possible by project coordinators.

OPINION LEADER QUESTIONNAIRE

Theme:

- Respondents supported the objective of victim compensation, but also felt stronlgy about the potential community benefits of restitution.

Recommendation:

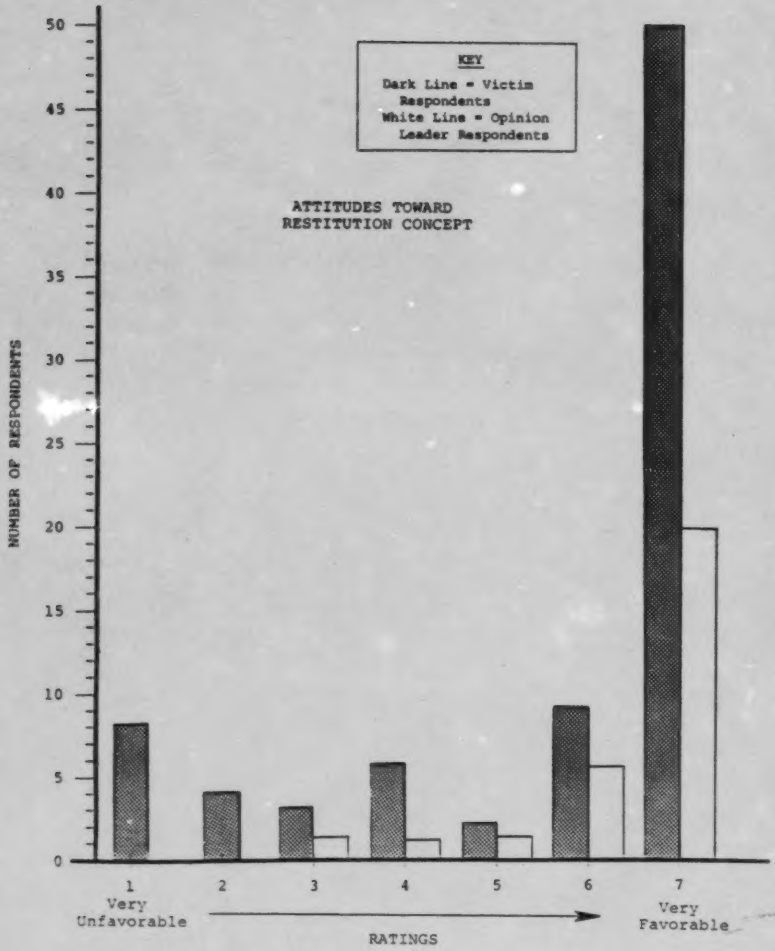
- Projects should consider the assignment of community service hours along with victim compensation in cases where it would be appropriate.

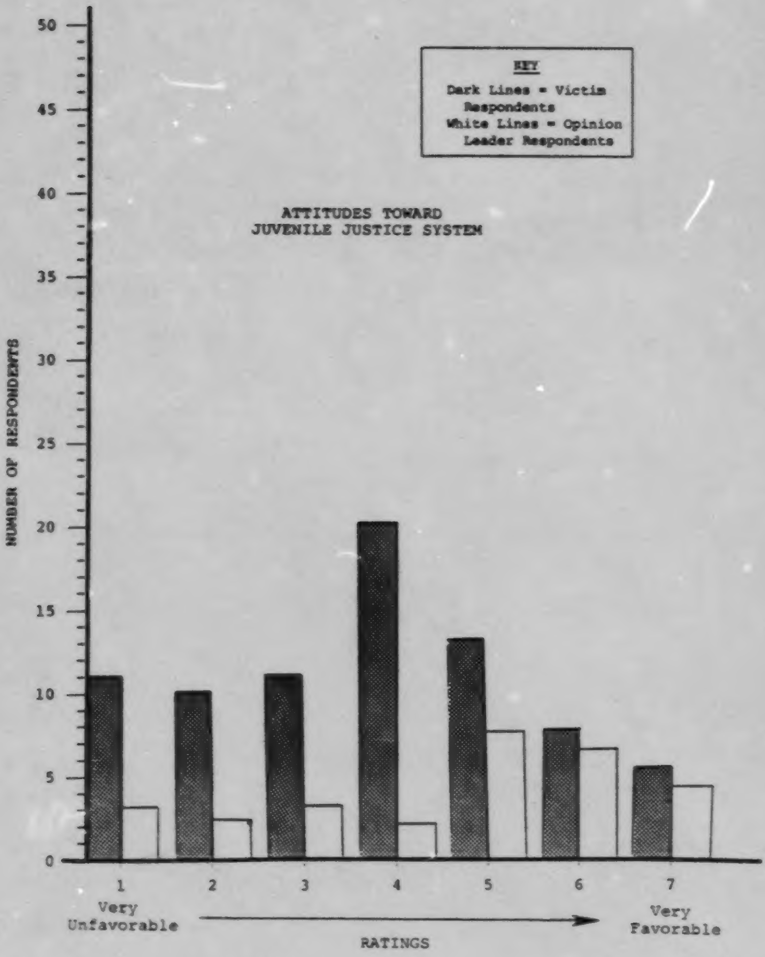
Theme:

- Opinion leaders see the project as an opportunity for youth to learn new skills and gain self-respect.

Recommendation:

- Efforts should be made to assist youth in the acquisition of new skills. Gains made by youth in skill areas should be documented by the projects.


KEY
Dark Line = Victim Respondents
White Line = Opinion Leader Respondents
ATTITUDES TOWARD RESTITUTION CONCEPT
NUMBER OF RESPONDENTS
0
5
10
15
20
25
30
35
40
45
50
1
Very Unfavorable
2
3
4
5
6
7
Very Favorable
RATINGS


KEY
Dark Lines = Victim Respondents
White Lines = Opinion Leader Respondents
ATTITUDES TOWARD JUVENILE JUSTICE SYSTEM
NUMBER OF RESPONDENTS
50
45
40
35
30
25
20
15
10
5
0
1
2
3
4
5
6
7
Very Unfavorable
RATINGS
Very Favorable

SECTION III

IMPACT DATA

INTRODUCTION

This section contains a statewide summary of the impact data collected to date. The primary sources of information were the IPA Intake and Closure Forms. The Second Interim Report presents the data by project site. At this time, it would be inappropriate to consider the data as conclusive or final. Rather, the data presented in this report can be used to describe restitution project youth. A total of 492 youth are included in the sample. At the time this report was compiled, 347 of the youth had completed their restitution involvement, while 145 were still participating in the project. A narrative description of the data is presented, followed by a summary of the statewide data.

DESCRIPTION OF THE DATA

The following is a description of the youth involved in the Wisconsin Juvenile Restitution Project.

Youth Characteristics:

Ninety percent of the youth are male. The most common birth years are 1962, 1963 and 1964. Seventy-four percent of the youth are enrolled full-time in school, while 13% are not attending school. At the time of restitution closure, 81% of the youth are living with their families, and 12% of the youth are residing in non-secure facilities.

Offense Data:

The most common referral offense is burglary, followed by vandalism and larceny/theft. On a 7-point scale, with 1 being least severe and 7 bring most severe, the most frequent severity rating assigned to the referral offenses is 5. Thirty-eight percent of the youth are first offenders. However, the average number of prior offenses for the entire sample is 2.93.

Most project youth are given multiple dispositions, including restitution, with probation and/or counseling. At restitution closure, a majority of the youth are still on probation.

Seven percent of the project youth have committed a subsequent offense, while in the restitution project. Consistent with the referral offense information, burglary is the most common type of subsequent offense.

Victim Information:

Many cases indicate multiple victims. The most common victim type is a person or individual. The average amount of documented victim loss is approximately $700.00.

Employment Information:

The most common type of restitution work arranged is subsidized employment, followed by regular employment in the private or public sector. A majority of the youth retain less than 50% of their wages. The average amount earned by project youth is $327.00.

At restitution closure, 37% of the youth are employed. Employment at closure is most commonly obtained by the youth or through the continuation of their restitution positions. Fifty-four percent of the youth are unemployed at closure. The most common reason state for unemployment is the lack of a position.

Closure Information:

Eighty-five percent of the project youth completed their restitution requirements. The most common reasons for incompletions are: 1) youth moved; and 2) petition dismissed/inappropriate for project.

SUMMARY

STATEWIDE DATA

NUMBER OF CASES

Intake - 492

Closure - 347

YOUTH CHARACTERISTICS

Sex:
Male - 418
Female - 48
Missing Data - 26

Birth Year:
1958 - 1
1959 - ---
1960 - 5
1961 - 22
1962 - 90
1963 - 136
1964 - 116
1965 - 59
1966 - 25
1967 - 4
1968 - 2
1969 - 2
Missing Data - 30

Race:
White - 359
Native American - 96
Black - 4
Unknown - 33

School Status:
Full-Time - 362
Not in School - 65
Night School/GED - 4
Alternative School - 3
Part-Time - 8
Graduate - 1
Secure Facility School - 2
Unknown - 47

Living Status at Closure:
With Family - 273
Non-Secure Facility - 40
Secure Facility - 11
Independently - 4
Runaway - 4
Military - 1
Drug Treatment Center - 1
Away at School - 1
Missing Data - 12

449

STATEWIDE DATA

OFFENSE DATA

Referral Offense:

Forcible Rape - 1
Robbery - 8
Aggravated Assault - 2
Burglary - 172
Larceny/Theft - 61
Assault and Battery - 8
Arson - 7
Forgery - 9
Stolen Property - 13
Vandalism - 77
Auto Theft - 55
Weapons - 4
Drunkenness - 2
Disorderly Conduct - 8
Trespass/Threat - 3
Curfew - 1
Operating Motor Vehicle without Consent - 35
Reckless Driving - 2
Driving Under Influence - 1
Criminal Mischief - 3

Missing Data - 20

Offense Severity Rating:

Missing Data - 30

LEAST SEVERE 1 - 1
2 - 119
3 - 7
4 - 13
5 - 292
6 - 0
MOST SEVERE 7 - 30

Mean = 4.29 Mode = 5

Number of Prior Offenses:

Missing Data - 55

# OF PRIORS	# OF YOUTH
0	164
1	88
2	51
3	34
4	22
5	18
6	7
7	7
8	8
9	1
10	3
11	6
12	2
13	3
14	7
15	1
18	2
20	1
22	3
25	2
28	5
30	1
31	1

Mean = 2.93 Mode = 0

STATEWIDE DATA

Court Actions:

Restitution - 462
Probation - 309
Non-Secure Placement - 48
Secure Facility - 14
Commitment to State Corrections - 6
Counseling - 155

Subsequent Offense Prior to Restitution Closure:

Burglary - 8
Larceny/Theft - 4
Vandalism - 1
Trespass - 2
Assault and Battery - 1
Auto Theft - 4
Forgery - 1
Criminal Mischief - 1
Operating Motor Vehicle without Consent - 1

Offenses Not Specified - 13

Total Number of Subsequent Offenses - 36

Percentage of Youth with Subsequent Offense - 7.31%

Court Status at Closure:

No Longer Under Court Jurisdiction - 98
On Probation - 198
Review Scheduled - 14
Secure Facility - 8
Youth Transferred - 3
Case Up for Appeal - 1
Non-Secure Placement - 2
Informal Supervision - 5
Moved - 1
Ordered Restitution on New Offense - 1
Consent Decree - 2
Other - 5

VICTIM INFORMATION

Victim Type:

Person - 210
Household - 94
School - 99
Store/Business - 156
Missing Data - 24

Victim Loss:

Average Amount of Documented Loss:	$ 701.73
Range of Documented Loss:	$0 - $7,000

STATEWIDE DATA

Amount Recovered:

Average Amount of Restitution Paid:	$ 348.15
Range of Amount Paid:	$0 - $6,411

Average Percentage of Loss Recovered - 28%

EMPLOYMENT INFORMATION

Type of Work:

CETA Position - 38
Subsidized Employment - 258
Regular Employment - 75
Victim Service - 14
Community Service - 62
Household Chores - 3
Paid Youth Program - 2

Youth Earnings:

Average Amount Earned:	$ 327.25
Range of Amount Earned:	$0 - $2,251
Average Amount Kept by Youth:	$ 116.88
Range of Amount Kept by Youth:	$0 - $751
Average Amount of Youth's Earnings Paid by Project:	$ 235.11
Range of Amount Paid by Project:	$0 - $2,251

Employment at Closure:

Restitution Job Continuing - 53
Job Found Through Project - 11
Job Found by Youth - 49
Job Found by Parents or Friends - 5
Job Obtained Through Other Program - 6
Unpaid Community Service - 1
Type of Employment Not Specified - 3

Total Number of Youth Employed at Closure - 128

Percentage of Youth Employed at Closure - 36.89%

Reason for Unemployment at Closure:

Doesn't Want to Work - 47
Has No Job - 110
Not Employable - 10
Employment Arranged, Not Started - 8
In School - 11
Runaway - 2

Total Number of Youth Unemployed at Closure - 188

Percentage of Youth Unemployed at Closure - 54.18%

STATEWIDE DATA

CLOSURE INFORMATION

Completions: Full Compliance with Requirements - 274

Full Compliance with Adjusted Requirements - 21

Total Completions - 295

Percentage of Youth Completing Restitution - 85.01%

Incompletions:
Youth Never Had a Job - 7
Youth Lost Job - 5
Youth Did Not Meet Requirements - 8
Youth Moved - 9
Youth Refused Participation - 1
Parent Refused Participation - 1
Youth Committed on Current Offense - 7
Referral Withdrawn/Inappropriate for Project - 3
Petition Dismissed/Not Guilty - 9
New Offense - 1

Total Number of Incompletions - 51

Percentage of Youth Not Completing - 14.70%

Project Time Frames:

Average number of days from offense to referral:	120 days
Average number of days from referral to closure:	121 days

Wake County Juvenile Court Restitution

"Learning

Through

Community

Service"

Wake County Juvenile Court Restitution
Ms. Sandy Pearce, *Program Director*
Wake County Courthouse, Room 227
P. O. Box 351
Raleigh, N. C. 27602
(919) 733-2867

The Problem

Vandalism! Larceny! Breaking and Entering! The incidence of property-related crimes commited by juvenile offenders increases annually on both the local and national level. In Wake County, at least 60% of all cases brought to the attention of the Juvenile Court Office involve the taking and/or destruction of property. There are numerous on-going efforts to dissipate the occurrence of these offenses. The most innovative and predictably the most successful is restitution through community service.

The Goals

The goals of the Wake County Juvenile Restitution Program are:

- To increase the sense of responsibility and accountability of juvenile offenders
- To prevent the recurrence of property-related crimes committed by juveniles (under 16 years old)
- To satisfy the victims of property-related crimes by ordering compensation through supervised service to the community
- To provide juveniles in the program an opportunity to learn appropriate behavior patterns and to practice behavior necessary for success in interpersonal and work situations

The Program

The Wake County Juvenile Court Restitution Program is Federally Funded (OJJDP) and operates through Wake County Government. It is an innovative program designed to confront juvenile offenders, under age 16, with their responsibility to compensate victim(s) of property related crimes. Juveniles who are adjudicated delinquent in court proceedings will be ordered by the court to make restitution in the form of supervised community service. The Wake County Juvenile Court Restitution Program will:

(1) screen the juvenile for appropriateness to the program

(2) determine the length and location of service

(3) develop community job sites

(4) provide adult supervision for juveniles during the service period

(5) and notify victims of the youth's satisfactory completion of his/her restitution obligation

The Work Sites

Typical work sites cooperating with the Wake County Juvenile Court Restitution Program include:

- The Wake County Sheriff's Department
- Wake County Opportunities, Inc.
- The Women's Center, Inc.
- The Raleigh Housing Authority
- The Wake County School System
- Hilltop Home for Retarded Children
- The Raleigh Parks Department
- The Raleigh Police Department

"Juvenile offenders should be held accountable for their crimes. Restitution through service to the community provides a constructive method for teaching responsibility within a community setting."

The Honorable George F. Bason
Chief District Court Judge
Wake County

THE WAKE COUNTY JUVENILE COURT RESTITUTION PROGRAM

WAKE COUNTY JUVENILE COURT RESTITUTION
"LEARNING RESPONSIBILITY THROUGH
COMMUNITY SERVICE"

CARL J. JOHNSON
WAKE COUNTY MANAGER

SANDY C. PEARCE
PROGRAM DIRECTOR
P. O. BOX 351
RALEIGH, N. C. 27602
733-2867

The Purpose

The Wake County Juvenile Court Restitution program is Federally funded (OJJDP) and operates through County government. It is an innovative program designed to confront juvenile offenders with their responsibility to compensate victims and the community for property offensers (i.e., larceny, burgarly, breaking and entering, shoplifting). Juveniles are adjudicated delinquent and are ordered by the court to make restitution in the form of supervised community services.

The Goals

The goals of the Wake County Juvenile Restitution program are:

- To increase the sense of responsibility and accountability of juvenile offenders.
- To prevent the recurrence of property-related crimes committed by juveniles.
- To satisfy the victims of property-related crimes by ordering compensation through supervised service to the community.
- To provide juveniles in the program an opportunity to learn appropriate behavior patterns and to practice behavior necessary for success in interpersonal and work situations.

The Process

Step I - Intake and Screening Process

Each case is screened by an intake counselor to determine the severity of the charges and the appropriateness of court action. After a petition is filed, an evaluation team meeting is conducted. The counselor, Restitution director, and the Court Psychologist assess the case in terms of appropriateness to the program. The length of the community service obligation is set at the screening conference. A formal recommendation is made in the prehearing court summary for participation in community service restitution.

Step II - The Court Process

After an adjudication of delinquency, a dispositional order for involvement in the Restitution program is entered.

Step III - Community Service Process

Immediately following the court hearing, the program director meets with the youth and his/her parents. The purpose and procedures in the program are explained. A Restitution Contract and other forms are signed. A second meeting is scheduled. The second meeting is a job skills conference. The program director uses this conference as:

1) an opportunity to get to know the client
   and
2) an opportunity to provide job skills training.

A Restitution Handbook is presented and discussed with the client. Information regarding the purpose of the program, the rules of the program, and procedures for handling problems at work are delinated. A mock job application is completed by the client. The program director discusses the victim's perspective with each client. A letter is sent to each victim describing the program and specifying the juvenile's community service obligation.

Within two weeks of the court hearing the juvenile begins working. Volunteer work is performed on Saturdays at community agencies, i.e., The Police Department, the YMCA, the Women's Center, and the Wake County Cerebral Palsy Center. The juveniles wash cars, paint rooms, rake leaves, wash windows, clean house or plant shrubs. There is one supervisor for every three juveniles. The supervisors complete six hours of training before working in the program. The supervisors are paid by the hour. Transportation is provided for clients (leased van) who do not have their own transportation.

The supervisors complete a behavioral checklist on each client each week. This report is given to the program director and the court counselor. Progress and problems are monitored via this report.

When the client completes his/her work obligation, a termination conference is conducted. The program director discusses the work experience with the client to assess any attitudinal or behavioral changes. The behavior reports are used to praise or constructively critize the client's behavior in a "work" situation. The client's reward for completing the obligation is a positive community service summary which is included in his/her court record. The victim is notified of the client's satisfactory completion of the program.

The Opportunity

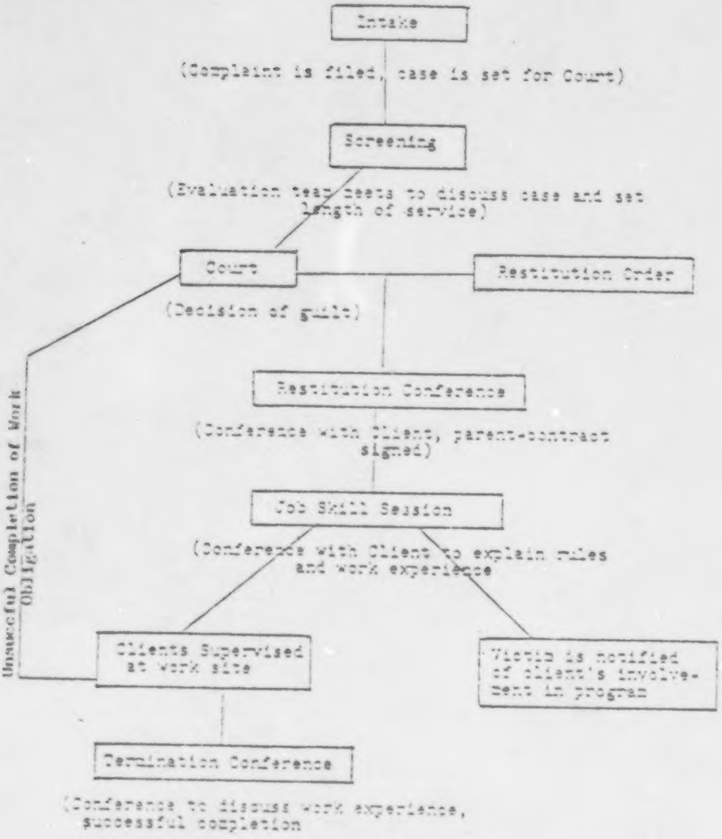
Involvement in community service Restitution is a positive learning experience for juvenile property offenders. Juveniles are taught the cause and effect relationship between breaking the law and sacrificing time and energy to work at a community agency. Through participation in community service restitution, juveniles often gain a sense of responsibility for wrong-doing, a sense of contributing to the community and an understanding of the victim's perspective.

This program offers juvenile property offenders:

1) positive interaction with exemplary, supportive adult role models who supervise them at work sites.
2) social and simplistic job skills training in a group setting.
3) and an opportunity to succeed when failure has become a pattern.

Restitution through service to the community provides a constructive method for teaching responsibility within a community setting.

WAKE COUNTY JUVENILE COURT RESTITUTION


Intake
(Complaint is filed, case is set for Court)
Screening
(Evaluation team meets to discuss case and set length of service)
Court
Restitution Order
(Decision of guilt)
Unsuccessful Completion of Work Obligation
Restitution Conference
(Conference with Client, parent-contract signed)
Job Skill Session
(Conference with Client to explain rules and work experience
Clients Supervised at work site
Victim is notified of client's involvement in program
Termination Conference
(Conference to discuss work experience, successful completion

WAKE COUNTY JUVENILE COURT RESTITUTION STAFFING PROCEDURES

1) The evaluation team for each referral will consist of the Program Director, the supervising intake and/or court counselor and the court psychologist (if needed).

2) The supervising court counselor will present to the evaluation team information regarding the juvenile, including:
    1) Demographic information
    2) Social history information and
    3) Court history

3) The juvenile's appropriateness to the program will be assessed individually by the screening committee, based on the child's total range of functionary abilities, including intelligence, emotional stability, and social skills.

4) If the juvenile is deemed inappropriate for the program, the supervising court counselor will indicate this to the child and his/her family. The counselor will file a Motion for Review and delineate this situation to the court.

5) If the juvenile is deemed appropriate for the program, the screening committee will set the number of hours to be worked and the location of employment, based on the type and seriousness of the offense.

WAKE COUNTY JUVENILE COURT RESTITUTION PROGRAM

Selection Criteria

A. The individual must be between ten and fifteen years old and a resident of Wake County, NC.

B. The juvenile must be adjudicated for the offense(s) for which he or she was charged.

C. The offense(s) committed will be restricted to property crimes.

D. The juvenile must be deemed physically, mentally and emotionally able to fulfill a restitution requirement.

E. The juvenile and his parent or legal guardian must be willing to sign a contractual agreement which will stipulate the number of hours of community service work to be performed and the date for completion as determined by the Wake County Juvenile Court Restitution Program.

WAKE COUNTY JUVENILE COURT RESTITUTION PROGRAM

Model for Assignment of Community Service Hours

Severity of Offense	Community Service Hours		
	1st Offense	2nd Offense	3rd Offense
Level I Trespassing False Alarm Possession of Burglary Tools Shoplifting	20 - 25	25 - 30	30 - 40
Level II Misdemeanor Larceny Misdemeanor Breaking and Entering Forgery Joy Riding Receiving Stolen Goods Vandalism Motor Vehicle Offenses involving property damage Unlawful Burnings	20 - 30	30 - 40	40 - 50
Level III Felonious Larceny Arson Felonious Breaking and Entering Robbery Burglary	30 - 40	40 - 50	50 - 60

RULES AT THE WORK-SITE

I. Rules for the Juvenile

All jobs must have rules and regulations. In order for you to complete your work program, it is necessary that all rules be obeyed. If you do not obey the rules, it may become necessary to terminate (STOP) you involvement in the program. If you are terminated (STOPPED) from the program for breaking rules, you case will RETURN TO COURT FOR A NEW DECISION BY THE JUDGE. THE RULES THAT YOU are expected to follow are:

1. Be at work on time.
2. Work each week unless you have a good reason, (sickness, death in the family).
3. Follow the instructions of the work-site supervisor.
4. Do not destroy property at the work-site.
5. Do not argue or curse with anyone at the work-site.
6. Do not use or possess any alcoholic beverage, marijuana, glues, inhalents or any drugs on the job-site.
7. Do not fight with anyone at the work-site.
8. Do not steal at the work-site.
9. You must work hard, do a good job.
10. You may not possess any weapons at the work-sites.
11. You may not flirt with fellow workers or your supervisors.
12. Do not leave the job-site without permission.
13. You should not BE CHARGED WITH BREAKING THE LAW WHILE IN THE RESTITUTION PROGRAM.

II. Rules for the Supervisor

It is your responsibility to deal with problems and rule infractions at the work-site in a consistent and fair manner. In doing so you must set an example by:

1) Reporting on time for each assignment.
2) Reporting for each assignment unless there is a valid excuse (sickness, etc.).
3) Not cursing or arguing with your employees.
4) Not using or possessing any alcoholic beverages, marijuana or other drugs at the job-sties.
5) Not using physical force to deal with problems.
6) Remaining busy and involved with the juveniles at the work-site.
7) Not leaving the juveniles unsupervised at the work-site.
8) Not making unnecessary physical contact with juveniles or fellow supervisors at the job-site.
9) Maintaining the role of supervisor and not form a social relationship with the youth.

Should a rule violation occur at the job-site, the proper procedure is to:

1) Confront and discuss the rule violation with the juvenile.
2) If it is a minor rule, handle the situation there and point out future consequences of continued misconduct.
3) If the rule infraction is major or disruptive, ask the juvenile to leave the job site or provide him/her transportation off the site if another supervisor is available. If assault becomes a possibility, call appropriate law enforcement officials.

WAKE COUNTY JUVENILE COURT RESTITUTION PROGRAM

Termination Criteria

A juvenile may be voluntarily terminated and referred back to the court for sentencing simply by the expression of desire to do so.

Involuntary termination with referral back to Juvenile Court for sentencing may occur as a result of the following:

1. More than one unauthorized absence from the community service work assignment as scheduled. Unauthorized absences will be those unrelated to school or illness. Other absences such as family or personal commitments must be approved in advance by the program director. An unexcused 10 minutes tardy will constitute an unauthorized absence.
2. Failure to make up absent hours by the scheduled completion date.
3. More than one unexcused tardy on work assignment schedule.
4. Further adjudication of juvenile while he is a participant of the program can mean automatic termination.
5. Failure to comply with the rules or cooperate with the work-site supervisor at the job site.

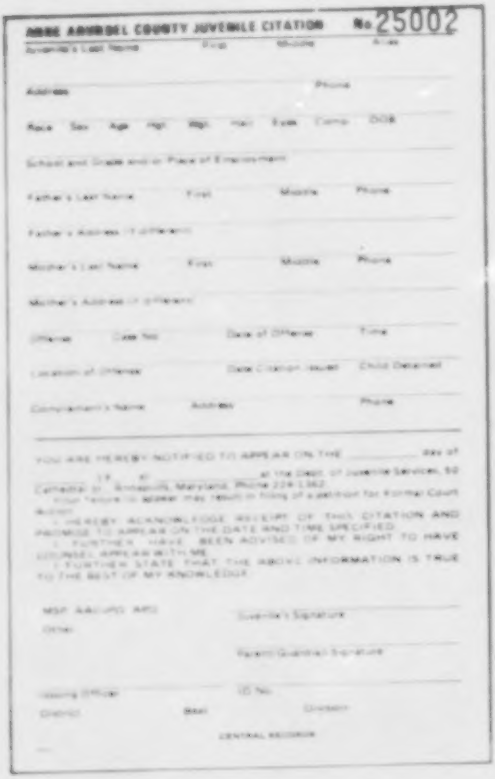
Community Arbitration

An Experience In Social Restitution

The American public has long described the juvenile justice system as a "do nothing" system, one that does nothing about the young offender, and even less about protecting society. Their frustration stems from trying to deal with a system that has not been visible to them, and which they feel apparently does little more than slap a youth's wrist and turn him back out on the street.

Traditionally, in Maryland, when a youth is referred to the Juvenile Services Administration for a first or second misdemeanor-type offense, he may have to wait several weeks before receiving an intake screening letter from a Juvenile Services intake officer, asking the youth to come in and discuss the offense. By this time, the youth may have committed several other offenses and the problem is no longer minor; he comes to feel that society does not punish or hold him responsible for his actions. The total effect is that society — parents, community, and the legal process — fails to set the limits within which all people must operate.

Maryland began looking for ways to resolve this dilemma, and, in 1973, the Anne Arundel County office of the Juvenile Services Administration developed the Community Arbitration Program. It is, basically, an innovative use of Maryland's existing juvenile law, which allows quick and positive responses to a youth's antisocial behavior. By maximizing the interest and involvement of concerned community groups and organizations, the program ultimately delivers a greater amount of atten-



ANNE ARUNDEL COUNTY JUVENILE CITATION No. 25002

Juvenile's Last Name First Middle Alias

Address Phone

Race Sex Age Hgt. Wgt. Hair Eyes Comp. DOB

School and Grade and/or Place of Employment

Father's Last Name First Middle Phone

Father's Address (if different)

Mother's Last Name First Middle Phone

Mother's Address (if different)

Offense Case No. Date of Offense Time

Location of Offense Date Citation Issued Child Detained

Complainant's Name Address Phone

YOU ARE HEREBY NOTIFIED TO APPEAR ON THE ________ day of ________ 19__ at ________ at the Dept. of Juvenile Services, 50 Cathedral St., Annapolis, Maryland, Phone 224-1362.

Your failure to appear may result in filing of a petition for Formal Court Action.

I HEREBY ACKNOWLEDGE RECEIPT OF THIS CITATION AND PROMISE TO APPEAR ON THE DATE AND TIME SPECIFIED.

I FURTHER HAVE BEEN ADVISED OF MY RIGHT TO HAVE COUNSEL APPEAR WITH ME.

I FURTHER STATE THAT THE ABOVE INFORMATION IS TRUE TO THE BEST OF MY KNOWLEDGE.

MSP AACoPD APD Juvenile's Signature

Other

Parent/Guardian Signature

Issuing Officer ID No.

District Beat Division

CENTRAL RECORDS

tion and resources to the child than would be possible within the traditional process.

Community Arbitration is an innovative juvenile intake procedure,[1] and the Community Arbitrator's options, therefore, parallel those of the regular intake officer. These options include: closing the case at intake because of insufficient evidence, closing the case at intake with a "warning", referring the case to the State's Attorney's Office and authorizing the filing of a formal court petition, or placing the child on 90 day informal supervision.

A key to this program is the unique utilization of the 90 day informal adjustment process. Community involvement is stressed to the youth by encouraging him to agree to donate time in community service. Community counseling agencies are heavily used also. In addition, the program has helped to develop several specialized educational resources, such as the Mini-Bike Safety program run by the Anne Arundel County Police, and the Drug Education Program designed and run by the County Health Department. With each of its programs, Arbitration encourages community solutions to what are essentially community problems.

If a youth is alleged to have committed a delinquent act which is included on the list of offenses heard by Arbitration,[2] and the police officer is satisfied that the child was probably involved in the case,[3] the police officer issues a "juvenile citation" (similar to a traffic ticket) to the youth.

1. Juvenile Services intake marks the youth's first contact with the juvenile justice system, and serves the vital function of determining how deeply involved in the system the youth will become. All official complaints against youths are screened by Juvenile Services intake officers, who determine if a case requires court action, or can be handled through counseling or other services.

2 See last page

3 Police perform the screening procedure in all juvenile cases, whether eligible for Arbitration or not

"You can talk to that lady about a lot of stuff. She don't just sit there and tell you what you're going to do and all that stuff... Kind of gives you a choice."

"It's fair...you don't have to listen to him ...You can have your attorney here...fairest it's gonna ever get, as I see it...and it came up fast..."

The citation form, which provides for the signature of the child and his parent or guardian, both notifies the child and parent of the offense alleged, and serves as a parental release form. The police officer then sets the hearing time and date directly on the citation (7 working days after the issuance of the citation). A copy of this citation is left with the child and parent, and a copy is given to the complainant.

The citation accomplishes several objectives: 1) it emphasizes to the child and parents that the child has been accused of an offense; 2) the child, parent, and complainant are each notified that a hearing *will* occur at a specific time and place, and that each party will have an opportunity to be heard;[4] and 3) it states to all parties that what will be taking place is an important legal matter, carrying certain responsibilities.

A greater number of juveniles – and complainants – are responding to this method. Since the program's inception, consistently fewer than 5% of the youths fail to appear at the hearing. Those youths not appearing at the Arbitration hearing are then referred to the conventional intake process for possible Juvenile Court action.

The Arbitration hearing is conducted in a courtroom setting, which visually emphasizes to the child that he has become involved with the juvenile justice system. While both the conventional intake hearing and the specialized intake process of Community Arbitration represent the child's initial contact with the juvenile justice system, the more formal setting of the Arbitration hearing enables the child to quickly comprehend the importance and meaning of the procedure with which he is involved, and that it is not merely another lecture or discussion. To all parties, tickets and courtrooms are recognized and accepted arenas for resolving legal disputes.

The Community Arbitrator is an attorney, which allowed several significant developments in the program:

1) Because Arbitration makes dramatic departures from the traditional intake conference, an attorney can better guide the legal aspects of the program's development, implementation, and expansion.

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[4] *In the regular intake process, complainants are not parties to the proceedings.*

"I thought it was pretty good doing work and all. It's better to help other people and yourself at the same time."

"It got me busy doing something to stay out of trouble... Lets me pay back for all the trouble I caused."

2) The underlying premise of the program is that when the child oversteps legal boundaries, he should realize not only that such boundaries exist, but also the purpose and intent of these boundaries. (For example, a child charged with being disorderly should know what constitutes disorderly conduct, as well as why disorderly conduct is prohibited by society.) Another underlying theme of the program is to teach youths to obey the law out of respect for the rights of others, not just out of fear of consequences. An attorney's training and experience better equips him to explain the rational basis of the rules established by society.

3) An attorney is also trained to recognize whether the charge alleged meets the standard of legal sufficiency. One essential philosophical basis of the U.S. Supreme Court decision regarding children (In re Gault, 1966) is that the State should not interfere with the lives of children until or unless there is evidence that a delinquent act has been committed. The initial intake inquiry should, therefore, address two basic issues: whether there exists enough evidence for the State to prove its case, and whether that child's behavior constitutes an offense. An attorney can make the determination on sufficiency of evidence when a child claims non-involvement in an offense.[3]

The complainant is always advised of his option to have the State's Attorney review any and all decisions resulting from Arbitration. Complainants have appealed arbitration decisions in less than 1% of the cases. These appeals have resulted in the subsequent filing of petitions in only .1% of the Arbitration caseload.

The cooperation and support of local law enforcement jurisdictions, the courts, the State's Attorney's Office, and the County Executive's office, are indispensible to the Arbitration efforts.

The legal aspects of the program are balanced by a social worker's overseeing the community component of the process. A social worker, by training and experience, is capable of locating, using, and expanding already existing community resources and developing new resources in which to involve children participating in the program. A vital aspect of Arbitration is developing a constructive relationship between the child and the sponsoring community group, so that the community begins approaching the children not as "delinquents", but as individuals who can and want to become contributing members of their communities. In addition, the social worker coordinates and supervises the activities of field staff to ensure that the children receive the care and treatment mandated by Maryland law.

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[3] *Traditionally, in Maryland, when a child denies an offense at the intake hearing, the intake officer refers the case to the State's Attorney's office for a determination of sufficiency.*

Most youths who come into the Community Arbitration Program can readily perceive the detrimental results of their misconduct, and it may be a disservice to those youths not to permit them to rehabilitate themselves by repairing the damage to the community. An important aspect of Community Arbitration is to help the child understand the extent to which his community is injured when a person willingly breaks the law (for example, increases in consumer prices can be directly related to shoplifting.)

One aspect of the Community Arbitration Program involves having children who have broken a law agree to contribute some time to improving the community. If a child admits to the charge and agrees to an informal adjustment of his case, he and an assigned field supervisor select a community work project that will involve the youth with a group or organization already dedicated to bettering the community. The youth works directly with neighbors and acquaintances who are themselves interested in community improvement.

The field supervisor plays three vital roles: 1) monitoring work sites to ensure that the child is not being taken advantage of or mistreated by the community group or organization; 2) alleviating any friction that may develop between the organization and the child; and 3) providing back-up services, such as counseling, support, or transportation, that the child may need to complete the program.

The positive effects of the community involvement aspect of Arbitration is demonstrated by many children maintaining their involvement with the community improvement organization well beyond their agreed upon hours, and children becoming members or junior members of these organizations. Work projects have ranged from youths helping to construct parks for retarded children, to helping in day care centers, nursing homes, or hospitals.

In some cases, however, youths are unable to fully appreciate how private offenses (such "victimless" crimes as narcotics violations, glue sniffing, etc.) injure the community. These youths are often referred into community counseling agencies, such as youth service bureaus and pastoral counseling units, which are physically divorced from the Juvenile Services Administration. This separation allows the child to approach the counseling experience as something completely distinct from the legal process. Location of such counseling agencies within the immediate community also enables the child to seek help without relying upon his family for transportation.

"If I had a friend coming here, I would tell him to take the community work like I did. This is good for kids because he (field supervisor) listens to both sides, and you have a chance."

As the Arbitration program developed, it also became apparent that many specific charges actually resulted from long standing feuds among several families within a community. These feuds involved juveniles as well as adults; they often originated with the adults and later involved the children. In several cases, juvenile citations were coupled with District Court warrants involving adult offenders. Because traditional counseling techniques are ill-suited to the successful resolution of such situations, the inter-family counseling service was developed within the Arbitration program. Ideally, at the Arbitration hearing, both sides agree to meet with the counselor, who then arranges separate meetings with each side in the dispute. Later, in a combined meeting at some neutral location, the inter-family counselor mediates and guides the parties to resolving the problem.

For many of the children who have been through the juvenile justice system, traditional methods have just not been effective in setting limits for their behavior. The Community Arbitration Program was designed and implemented as an innovative and flexible attempt to reach children whose needs were not being met by those regular, traditional methods. It is the philosophy of Maryland's juvenile justice system that children have the right to expect an adequate and appropriate response when they test society for the limits of permissable behavior.

"When I walked into the arbitration room - it makes you think - about getting some time."

Offenses Subject to Hearing Before Community Arbitrator

1. Assault
2. Assault and Battery
3. Auto Tampering
4. Concealed Weapons Violation
5. Conspiracy
6. Cruelty to Animals
7. Desecration of State or National Flags
8. Destruction of Property
9. Disorderly Conduct
10. False Alarm
    - a) Fire
    - b) Burglary
    - c) Other
11. False Statement to Police
12. Firearms Violations
    - a) Discharging, 300 ft. of residential area
    - b) Other
13. Forgery and Uttering
14. False Pretense
15. Hitchhiking
16. Interfering with Public Servant in Line of Duty
    - a) Police Officer
    - b) Fireman
    - c) Other
17. Indecent Exposure
18. Larceny under $100
    - a) Shoplifting
    - b) Other
19. Littering
20. Loitering
21. Phone Misuse/Harassment
22. Possession of Fireworks
23. Receiving Stolen Goods
24. Removing or Defacing Serial Numbers
25. Resisting Arrest
26. Traffic Violations
    - a) Driving without license
    - b) Reckless driving
    - c) Unregistered vehicle
    - d) Driving intoxicated
    - e) Other
27. Trespassing
28. Unauthorized Use
29. Vandalism

Design, Layout Joel Ocua
Photography Ernie York
Special thanks to the models appearing in all photos.

Prepared by:
Juvenile Services Administration
State of Maryland Department
of Health and Mental Hygiene
from funds provided by
The Governor's Commission on Law Enforcement
and the Administration of Justice,
and the Office of the County Executive
for Anne Arundel County

Special thanks to Warren Duckett, Jr., State's Attorney for Anne Arundel County; Robert Pascal, County Executive; the Anne Arundel County Legislative Delegation; the county judiciary; and the state, county, and city law enforcement agencies for their vital and constant support of our program.

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Issued August, 1976

RESTITUTION PROGRAM WORKS, CITY YOUTH SAYS

(By Charles Zehren)

Becky McEwing could have ended up sitting in a youth home and become just another lost number in the state corrections system.

But because of Wisconsin's unique way of handling juveniles who stray from the straight and narrow, the 17-year-old West High School Senior's future promises more than that.

Becky, 1328 Gross Ave., is one of two Wisconsin juvenile ex-offenders scheduled to testify Tuesday before the House Subcommittee on Human Resources in Washington, D.C.

She successfully completed the Green Bay Juvenile Restitution Program and has been invited to testify before the committee along with another youth from Rock County.

Becky had a run in with the law in 1978 after going on a joy ride in a stolen car with several other teenagers. But, she says that is behind her now.

The youths will be accompanied to Washington by former Green Bay resident Dennis Maloney who heads the Juvenile Justice and Youth Development Section of the state Department of Health and Social Services in Madison. Maloney was director of the Brown County Youth Resources Council until 1978. He then accepted a position with the Wisconsin Bureau of Children and Youth.

Maloney said he was asked to testify by the Congressional subcommittee staff along with two juveniles to describe Wisconsin's 12 county program. The 43 federally funded restitution programs across the nation are being analyzed as part of the current budgetary review, Maloney said.

Maloney said he asked Becky to testify because of her great success in the program and praised her present efforts as a career development trainer for the Youth Division of the department.

"The whole program is fantastic. There is no way I could have gone out and found a job for myself. I would have been sent away somewhere if there wasn't a restitution project," Becky said.

"The people who work for the restitution project really relate well with kids," Becky said adding, "If someone thinks they can't make it because they are not getting along with their job supervisor, the workers at the restitution project will help you fit in somewhere else so you can pay off what you owe."

Becky said the court ordered her to pay the owner of the car $180 and complete 50 hours of volunteer work.

"I finished the whole thing when I completed my volunteer work in February of 1980. I worked at the YWCA cleaning and painting. I never saw any of the money; it went right to the victim. I completed my fifty hours of volunteer work at the Boys Club doing secretarial work," she said.

"I am now involved with a career training program for kids from the restitution project. We help them dig into themselves to find out what their values, skills and main career goals are. We show them how to find more information about job hunting and learning new skills," Becky said. "I know that it is a successful program because people involved in it are finding jobs," she said.

Becky said she plans on continuing her work with juvenile offenders after completing college.

Juvenile Restitution Program staff members help the young offenders find jobs so they can comply with court orders to pay for damage they were responsible for. The staff members also help the juveniles find non-paying jobs to complete public service requirements.

Since the state began this compensation program in 1979, about $103,000 has been paid to victims by offenders and 86 percent of the juveniles involved have completed their restitution on schedule, Maloney said. This makes Wisconsin's program the most successful in the nation, he said.

(From the News and Observer, Raleigh, N.C., Mar. 23, 1980)

RESTITUTION PLAN OFFERS CONSTRUCTIVE HELP TO TEENS

(By Angelia Herrin)

It was just another night. Not much was going on, just Brad and a bunch of other 15 year olds goofing off drinking a few beers.

Then somebody said, "Let's break into a house."

"I didn't really want to or need to," Brad (not his real name) recalled in a recent interview. "I was already on probation for taking a car. But, okay, we did it.

"Then another guy started picking up stuff to take out. Thew we all did it."

They took a cassette recorder, guns and a coin collection. The other guys sold their stuff. Brad got nervous. He told his probation officer. The other guys got caught. Once again, Brad was in trouble.

His punishment normally would have been more time on probation—or maybe six months at a state training school. This time, though, the judge had an alternative—Wake County's new juvenile court restitution program.

For eight weeks, Brad worked Saturdays from 9 a.m. to 4 p.m. He washed sheriff's cars, cleaned wheelchairs at a rest home and raked leaves.

It wasn't punishment, Brad says, it was a payoff.

"The guy we robbed got most of his stuff back, but if he didn't I couldn't have gotten a job to pay for it." he said. "But the courts wrote him a letter and told him I was doing this work. And that's good, because I feel like I'm kinda paying back for doing stupid stuff."

Brad got the message, said Sandy C. Pearce, director of the restitution program.

"The idea is to make these kids see clear-cut consequences for their behavior," she said. "If they commit an offense, they make a payment for it."

The program, funded by a $29,566 federal grant, is a year long pilot program for teen agers under 16 who have committed property offenses.

In Wake County, more than 50 percent of all cases in juvenile court involve property—vandalism, shoplifting, breaking and entering and motor theft.

The Wake project, begun in August, is similar to three year restitution programs act up in 1979 by the federal Law Enforcement Assistance Administration in Chicago and New York. It is the only community service restitution program for juveniles in the state.

The time an offender spends in the program—from three weeks to three months—is determined by the severity of the offense. Service work is scheduled after school and on Saturdays.

Paid supervisors pick up participants and monitor their activity. Eighteen Wake County agencies, ranging from the Women's Center of Raleigh to the YMCA, use the program services, mainly for cleanup and maintenance.

The program benefits the whole community. Ms. Pearce said.

"These offenders are too young to get jobs, to pay for their offenses monetarily." she said. "But they have to give up something more precious; their time and energy. They understand that they pay.

"Usually probation or a training school is threatened for these kids, but that doesn't really treat the problem. A training school just keeps them away from society. What we're trying to do is keep them in the community and change their values.

"We think we can prove it is a viable alternative to incarceration."

Wake's chief District Court judge, George F. Bason, agrees.

"I'm very pleased with the program, and I think it's gaining public support and acceptance." he said. "And people are pleased to know that juveniles are made accountable for their actions."

Since August, 34 teens have been referred to the program. Sixteen have completed their assignments, three dropped out and the remainder still are working.

Does the restitution program work?

"Well, so far we've had an 89 percent completion rate," Ms. Pearce said. "In the short term, that's a success. We're trying to teach responsibility and accountability. For most of them, completing a set of tasks is a real test.

"Of course, the real measurement will be how many of these kids will get in legal trouble again. We'll have to wait and see how the program's message stays with them."

The program also sends a message to the community. When a juvenile begins restitution work, a letter is sent to the victim of the crime.

In Brad's case, the victim was John Peters, an IBM employee. He was angry after the break in. "A man's house is his castle; It's supposed to be safe, and to have that violated is upsetting." Peters said.

While he is not sure the restitution program is a solution to juvenile crime. Peters said he was glad to see the courts taking action in the community.

"There is an element in all of us that has learned what happens when you go against society rules," Peters said. "Sitting in a jail cell doesn't necessarily teach that. Maybe this can."

○